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Doctrine for Joint Psychological Operations

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PREFACE

1. Scope

This doctrine addresses the use of military psychological operations (PSYOP) assets in planning and conducting PSYOP in support of joint operations across the range of military operations. The following information is also included.

a. The context for employment of PSYOP is provided.

b. The sources of policy and authority for the use of military PSYOP assets are identified.

c. PSYOP responsibilities of principal DOD and other US Government (USG) agencies are outlined.

d. Basic PSYOP principles and objectives are identified.

e. Guidance for the development or refinement of DOD PSYOP plans and annexes is provided.

f. Joint PSYOP capabilities are outlined.

g. Planning considerations for the employment of PSYOP assets to support strategic, operational, tactical, and consolidation military PSYOP objectives and the requisite coordination among other DOD elements and USG agencies necessary to execute their respective PSYOP responsibilities are delineated.

h. PSYOP logistic, intelligence, and command, control, communications, and computer systems support requirements are identified.

2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth doctrine to govern the joint activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders and prescribes doctrine for joint operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the joint force commander (JFC) from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall mission.

3. Application

a. Doctrine and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

b. The guidance in this publication is authoritative; as such, this doctrine (or JTTP) will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command

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should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable.

For the Chairman of the Joint Chiefs of Staff:

C. W. Fulford, Jr.

CARLTON W. FULFORD, JR.
Major General, USMC
Vice Director, Joint Staff

TABLE OF CONTENTS

PAGE

EXECUTIVE SUMMARY v

CHAPTER I
PSYCHOLOGICAL OPERATIONS: AN OVERVIEW

- General I-1
- Military PSYOP I-1
- Basic Joint and Multinational PSYOP Doctrine I-1
- Principles of Joint PSYOP I-2
- PSYOP Relationships I-5
- Fundamentals of Command and Control Warfare (C2W) I-6
- PSYOP in Support of C2W I-7

CHAPTER II
ORGANIZATIONAL RESPONSIBILITIES FOR PSYOP

- DOD Responsibilities II-1
- US Forces Commanders Serving in Multinational Commands II-5
- PSYOP Functions of Other US Government Agencies II-5

CHAPTER III
COMMAND AND CONTROL

- General III-1
- Statutory Policy III-1
- Treaties and Agreements III-1
- Command Relationships III-1
- Organization of PSYOP Forces III-4

CHAPTER IV
PSYOP PLANNING

- General IV-1
- General Objectives of Joint PSYOP IV-1
- Planning Skills IV-1
- PSYOP Concepts for Planners IV-1
- PSYOP Plan Development IV-2
- Planning Considerations IV-4
- Planning Guidance IV-4
- Approval of PSYOP Plans IV-4
- PSYOP Studies Program IV-6
- Coordination with Other Government Agencies IV-7

Table of Contents

CHAPTER V
PSYOP AND THE RANGE OF MILITARY OPERATIONS

- Joint Military PSYOP Objectives Across the Range of Military Operations V-1
- PSYOP in Support of Joint Warfare Operations V-3
- PSYOP in Support of Special Operations V-5
- PSYOP in Support of Civil Affairs (CA) V-7

CHAPTER VI
SUPPORT FOR PSYOP

- Intelligence Support for PSYOP VI-1
- C4 System Support VI-3
- Logistic Support VI-4

APPENDIX

A Service-PSYOP Capabilities A-1
B References B-1
C Administrative Instructions C-1

GLOSSARY

Part I Abbreviations and Acronyms GL-1
Part II Terms and Definitions GL-3

FIGURE

I-1 Categories of Military Psychological Operations (PSYOP) I-2
I-2 Psychological Operations Support Requirements I-4
III-1 Combatant Commander Responsibilities III-2
III-2 Command Relationships for a Joint Psychological Operations Task Force .. III-5
IV-1 Joint Psychological Operations General Objectives IV-2
IV-2 Specific Psychological Operations (PSYOP) Guidance and Considerations for Planners IV-5
V-1 Joint Military Psychological Operations Objectives Across the Range of Military Operations V-2
V-2 Special Operations Supported by Psychological Operations V-5
VI-1 The Intelligence Cycle VI-2

EXECUTIVE SUMMARY
COMMANDER'S OVERVIEW

- **Provides an Overview of Psychological Operations (PSYOP)**
- **Discusses the Organizational Responsibilities for PSYOP**
- **Covers Command and Control in PSYOP**
- **Discusses PSYOP Planning**
- **Covers PSYOP and the Range of Military Operations**
- **Provides an Overview of Support for PSYOP**

General Considerations for Psychological Operations

The purpose of psychological operations (PSYOP) is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives.

Psychological operations (PSYOP) are **operations planned to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals.** PSYOP are a vital part of the broad range of US political, military, economic, and informational activities. When properly employed, PSYOP can lower the morale and reduce the efficiency of enemy forces and could create dissidence and disaffection within their ranks. There are four categories of military PSYOP; strategic, operational, tactical, and consolidation PSYOP, which are used to establish and reinforce foreign perceptions of US military, political, and economic power and resolve.

PSYOP may be either long or short term to influence foreign conclusions and enhance potential US military capabilities.

The principles of developing PSYOP apply across the range of military operations. Although the complexity of the methodology varies with the target audiences, **basic considerations for development of all PSYOP actions are the same.** Actions essential to successful PSYOP are: a clearly defined mission; analysis of all targets; actions that are evaluated for psychological implications; a reliable medium or media for transmission; rapid exploitation of PSYOP themes; and continual evaluation of the results of PSYOP for relevance to the mission and goals. Intelligence, counterintelligence, command, control, communications, and

computers systems (C4), and logistics support military PSYOP and are invaluable for the success of such actions.

The PSYOP relationship to truth projection and public affairs ensures that targets receive and consider the information being disseminated.

PSYOP techniques are used to plan and execute truth projection activities intended to inform foreign groups and populations persuasively. Public affairs (PA) provide objective reporting, without intent to propagandize. As open sources to foreign countries and the United States, PA channels can be used to disseminate international information. **To maintain the credibility of military PA, steps must be taken to protect against slanting or manipulating such PA channels.** PSYOP messages must be coordinated with counterintelligence planners and operators, with military deception planners, and with operations security planners to ensure that essential secrecy is realized, counterintelligence operations are not compromised, and messages reinforce the desired appreciations of counterintelligence and deception as well as PSYOP plans.

Organizational Responsibilities for PSYOP

The organizational responsibilities for PSYOP involve all levels of the chain of command.

The Department of the Defense (DOD), including the Secretary of Defense, the Under Secretary of Defense for Policy or his designee, the DOD General Counsel, and the Chairman of the Joint Chiefs of Staff, are responsible for establishing national objectives, developing policies, and approving strategic plans for PSYOP. **Geographic combatant commanders and subordinate joint force commanders** are responsible for designating specific staff responsibilities, ensuring that plans and programs are coordinated and sufficiently represented, and that PSYOP are monitored and reviewed. **The Commander in Chief, US Special Operations Command** ensures that all PSYOP and support requirements are addressed. **The Military Departments and Services** provide civilian and military personnel with appropriate training and planning skills.

Command and Control During PSYOP

The command and control of PSYOP depends greatly on the National Command Authorities, statutory policies, and treaties and agreements.

Unless otherwise directed by the National Command Authorities, combatant commanders exercise combatant command (command authority) over all assigned military PSYOP assets. **Centralizing planning for PSYOP should be focused at the combatant command level.** The combatant commander may place PSYOP forces under operational control of a subordinate joint force or component commander for appropriate mission support; however, it is essential that all PSYOP products (such as leaflets or radio scripts) use the same

themes and symbols, necessitating a single product development center.

The scale of joint operations will generally dictate the organization of PSYOP forces.

The organization of forces will vary with the nature of the mission, availability and qualifications of PSYOP personnel, and the supported commander's assessment of the PSYOP force requirement. At first sign of crisis the **PSYOP Assessment Team will assess the situation**, develop objectives and recommend appropriate actions. **A PSYOP Task Force may be required if significant forces will be needed to implement the JFC's PSYOP objectives.** The senior PSYOP officer in the theater will ensure that component staffs are aware of the PSYOP products available and that continuity remains within the psychological objectives.

PSYOP Planning

PSYOP in joint operations will be planned, developed, and executed in accordance with the Joint Operation Planning and Execution System.

Planned military PSYOP may affect not only military targets but political, economic, or social structures within the target area. The general objectives of joint PSYOP are: to reduce efficiency of opposing forces; further the US and/or multinational war effort by modifying or manipulating attitudes and behavior of selected audiences; facilitate reorganization and control of occupied or liberated areas in conjunction with civil-military operations; obtain the cooperation of allies or coalition partners and neutrals in any PSYOP effort; and support and enhance humanitarian assistance, foreign internal defense (FID), and/or foreign nation assistance military operations. A thorough knowledge of national and theater military security policies and objectives, joint operations planning skills, and a thorough understanding of the customs, mores, and values of the target audience are required for PSYOP success. **The development of the PSYOP plan requires research and analysis, development of a way to convey or deny information, production requirements, and dissemination plans.**

The most numerous and generally useful means to conduct PSYOP are open sources of information.

These sources of information should be accessible to or be activities observable by target groups. **When appropriate, deception means can be used to convey messages to foreign groups having access to foreign intelligence.** Planners must understand both the possibilities and limitations of each means and the factors to consider in their use. **Planners should understand the difference between planning for joint operations and planning for overt peacetime PSYOP programs.** Peacetime programs are planned in consonance with the respective US Ambassador's country plan and support

national objectives and policy. Plans for military operations other than war and war also support national objectives and policy but generally have a different focus for PSYOP than peacetime programs.

PSYOP and the Range of Military Operations

PSYOP supports joint and multinational conventional and special operations and other designated government agencies.

The role of PSYOP varies depending on the level of operational activity or environment. Typical military operations other than war (MOOTW) that can be supported by joint PSYOP include humanitarian assistance and disaster relief, nation assistance, security assistance, FID, counterdrug operations, and peace support operations. MOOTW not involving the use or threat of force activities provide training and in-theater access to allow for the facilitation and use of PSYOP during the transition to war. MOOTW involving the use or threat of force require the application of the diplomatic, military, economic, and informational instruments of national power. **Nonlethal activities, such as PSYOP, can be decisive in MOOTW involving the use or threat of force.** During war, PSYOP at the strategic, operational, and tactical level may enhance the success of operations at all echelons. **Employment of PSYOP can be equally effective in supporting both offensive and defensive operations conducted by conventional forces.** Special operations are also an integral part of modern warfare which may support conventional military operations or they may be conducted alone. Unconventional warfare, foreign internal defense, direct action, special reconnaissance, counterterrorism, and civil affairs are some of the special operations that may support PSYOP.

Support for PSYOP

The use of PSYOP forces requires three types of support in order to adequately respond to the mission and objectives.

PSYOP planners must possess a thorough and current knowledge of these conditions to develop PSYOP targeted at selected foreign groups to influence the objective and emotional reasoning. **Intelligence Support:** This knowledge is obtained through the use of the intelligence cycle which is the process by which intelligence is obtained, produced, and made available to the PSYOP planner. The intelligence cycle has five steps: planning and direction, collection, processing, production, and dissemination. **C4 Systems Support:** Communication between staffs and commands that are planning and executing PSYOP actions are necessary for effective joint use of capabilities. A joint PSYOP communications plan should be prepared to ensure that communications systems are compatible and adequate. **Logistic Support:** PSYOP forces will normally

deploy with a 30-day basic load of PSYOP supplies. This is a baseline planning figure and may not be sufficient to meet specific contingency mission requirements. Joint planners must ensure that PSYOP support requirements are taken into account when planning logistic support.

CONCLUSION

Psychological operations are used to convey selected information and indicators to foreign audiences to influence their emotions, objective reasoning, and motives. In order to accomplish this goal, PSYOP must have a clearly defined mission, the ability to analyze and evaluate targets and their effects, a reliable media transmission, and a rapid ability to implement PSYOP. PSYOP depends on communication to ensure proper execution of the mission and objectives. This is carried out by command and control, preplanning and support from all levels.

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CHAPTER I
PSYCHOLOGICAL OPERATIONS: AN OVERVIEW

"The mind of the enemy and the will of his leaders is a target of far more importance than the bodies of his troops."

Brigadier General S. B. Griffith II, USMC
(Introduction to Mao Tse-Tung on Guerrilla Warfare), 1961

1. General

Psychological operations (PSYOP) are operations planned to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. **The purpose of PSYOP is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives.** PSYOP are a vital part of the broad range of US political, military, economic, and informational activities. When properly employed, PSYOP can lower the morale and reduce the efficiency of enemy forces and could create dissidence and disaffection within their ranks.

2. Military PSYOP

a. **PSYOP are an integral part of military operations and, as such, are an inherent responsibility of all military commanders.** PSYOP have been used throughout history to influence foreign groups and leaders. Modern PSYOP are enhanced by the expansion of mass communication capabilities. **Nations may multiply the effects of their military capabilities by communicating directly to their intended targets** promises or threats of force or retaliation, conditions of surrender, safe passage for deserters, invitations to sabotage, support to resistance groups, and other messages. The effectiveness of this communication depends on the perception of the communicator's credibility and capability to carry out promises or threatened actions. It is important not to confuse psychological impact with PSYOP. Actions such as shows-of-force or limited strikes may have a psychological impact, but they are not PSYOP unless the primary purpose is to influence the emotions, motives, objective reasoning, or behavior of the targeted audience.

b. **Categories of Military PSYOP** are shown in Figure I-1.

c. **The employment of any element of national power, particularly the military element, has always had a psychological dimension.** Foreign perceptions of US military capabilities are fundamental to strategic deterrence. The effectiveness of deterrence, power projection, and other strategic concepts hinges on US ability to influence the perceptions of others. Military PSYOP constitute a systematic process of conveying messages to selected foreign groups to promote particular themes that result in desired foreign attitudes and behaviors that can augment the national effort. PSYOP are used to establish and reinforce foreign perceptions of US military, political, and economic power and resolve.

3. Basic Joint and Multinational PSYOP Doctrine

a. **US national policies and strategies** to resolve conflicts, deter hostile action, and attain objectives in crises or open hostilities are designed to influence foreign groups and leaders so that their behaviors and actions will promote the attainment of US national goals.

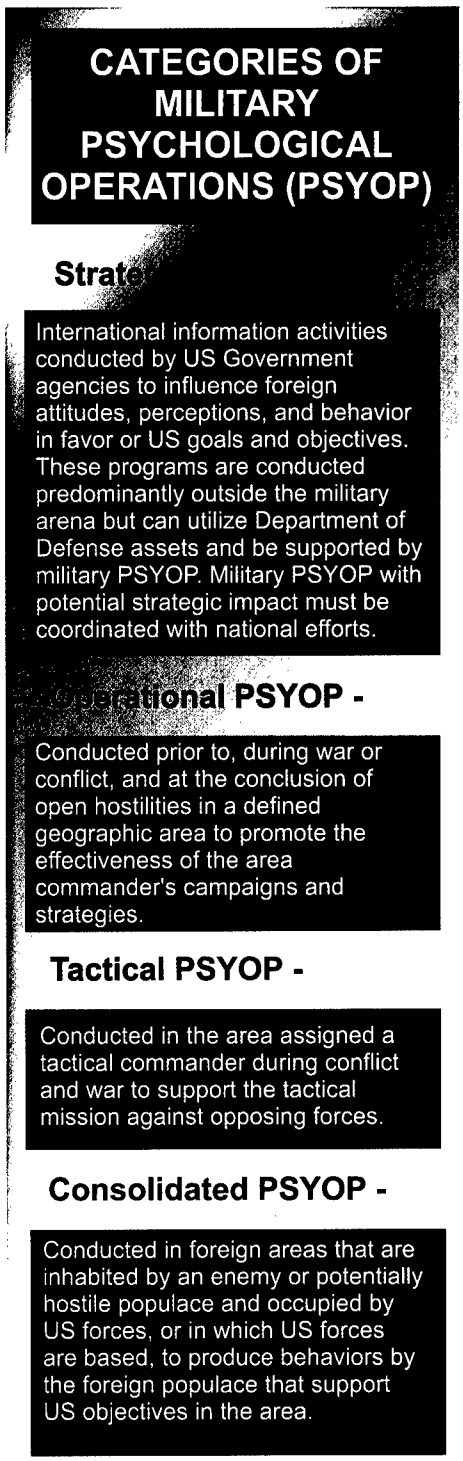


Figure I-1. Categories of Military Psychological Operations (PSYOP)

b. **Operational-level strategies** are designed to strengthen US and multinational capabilities to conduct military operations in the theater and accomplish particular missions during crises and open hostilities. Along with other military operations, PSYOP may be used independently or as an integral part of other operations throughout the theater to support joint operations mission accomplishment.

c. **Tactical strategies** outline how military force will be employed against opposing forces to attain tactical objectives. PSYOP is conducted as an integral part of multinational, joint, and single-Service operations.

d. **Peacetime US military PSYOP** require USG interagency coordination and integration at the national level to be fully effective.

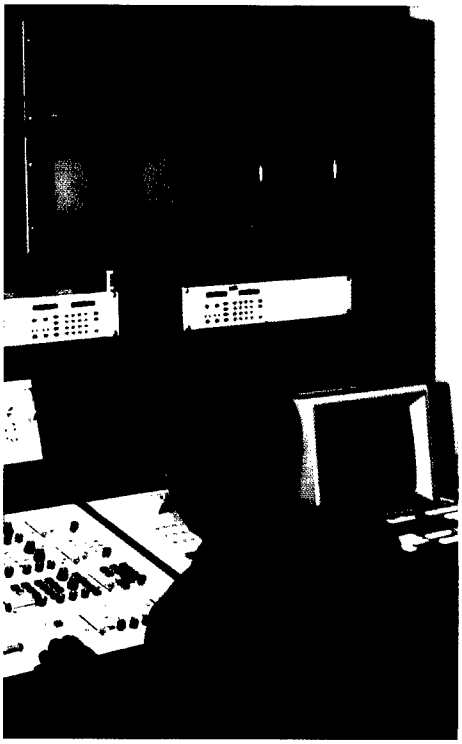
e. When the Armed Forces of the United States are integrated into a multinational command structure, peacetime PSYOP policies and wartime conduct should be coordinated and integrated to the maximum extent possible for the attainment of US and multinational security objectives.

4. Principles of Joint PSYOP

a. **Development Methodology.** PSYOP may be either long or short term to influence foreign conclusions and enhance potential US military capabilities. **The principles of developing PSYOP apply across the range of military operations.** Although the complexity of the methodology varies with the target audiences, basic considerations for development of all PSYOP actions are the same. The following are actions essential to successful PSYOP.

- **The PSYOP mission must be clearly defined** in terms that correspond to the supported commander's vision of how the campaign or operation will proceed.

- **PSYOP themes, activities, and symbols should be based on a thorough analysis of targets**, including friendly and adversary PSYOP capabilities, strengths, and weaknesses.



Selected information can be effectively conveyed through visual media during PSYOP.

- **All military actions should be thoroughly evaluated for their psychological implications** and, where necessary, supported by deliberate PSYOP actions to offset potentially negative effects or to reinforce positive effects.

- **The medium or media selected for transmission should be reliable and readily accessible by target audiences.**

- **Rapid exploitation of PSYOP themes is often critical.** Planning, pretesting, and approval procedures should be developed to exploit fleeting opportunities.

- Where possible, **the results of PSYOP should be continually evaluated for relevance to the mission and to national and military goals.** As with initial planning actions, decisions to terminate or revise PSYOP programs must be linked to careful analysis of all-source intelligence.

b. **The psychological dimension affects those fighting the battle, their military leaders and staffs, the political leaders, and the civilian population.** On the field of battle, US forces want to face an enemy that is both unsure about its cause and capabilities and sure about its impending defeat—an enemy who, even if unwilling to surrender, has little will to engage in combat.

> *"To seduce the enemy's soldiers from their allegiance and encourage them to surrender is of especial service, for an adversary is more hurt by desertion than by slaughter."*
>
> **Flavius Vegetius Renatus, The Military Institutions of the Romans, c. 378 AD**

c. **Support Requirements for Successful PSYOP** are shown in Figure I-2 and discussed below.

- **Intelligence.** Intelligence support for military PSYOP requires extensive information concerning the target identity, location, vulnerabilities, susceptibilities, and the political, economic, social or cultural, and historic conditions within the target area. **Effective PSYOP actions depend upon current and accurate intelligence information provided through application of the intelligence cycle.** Collection should be from all available sources and agencies and is based upon thorough mission and requirements planning that serves as a guideline for the PSYOP

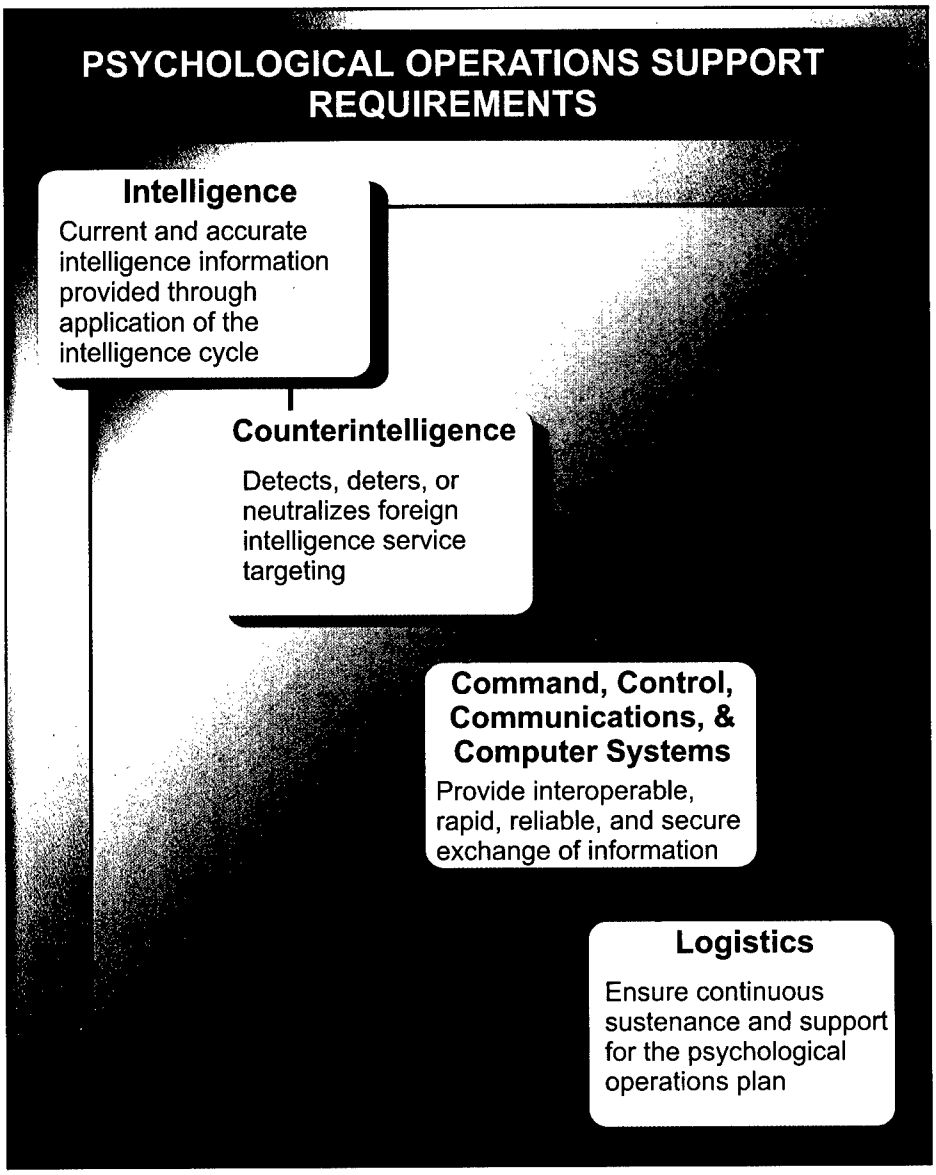


Figure I-2. Psychological Operations Support Requirements

of a well-planned collection management architecture ensures that the requisite PSYOP intelligence is available to support the development of PSYOP actions.

- **Counterintelligence.** Counterintelligence support for military PSYOP consists of detecting, deterring, or neutralizing foreign intelligence service targeting of PSYOP plans, operations, personnel, and equipment, especially at the operational and tactical levels. Upon execution of a PSYOP, counterintelligence and human resource intelligence (HUMINT) operations can provide feedback on its effect.

- **Command, Control, Communications,**

- **Command, Control, Communications, and Computers Systems (C4).** Military C4 systems facilitate the execution of command and control (C2) and its supporting functions. **These systems are vital to planning, mounting, and sustaining successful joint PSYOP.** The Services, based on a combatant commander (CINC)-validated requirement, must design C4 systems that provide interoperable, rapid, reliable, and secure exchange of information throughout the chain of command.

- **Logistics.** Support of joint PSYOP places unique additional demands on Service and theater logistic systems. Although the majority of PSYOP sustainment requirements are satisfied by standard Service support systems, **PSYOP-peculiar equipment are generally low-density items requiring intensive management.** Operating supplies, repair parts, and major end-items for PSYOP-peculiar equipment will require theater logistic planners—working closely with joint operation planners—to bring the logistic items into theater to ensure continuous sustainment and support for the PSYOP plan. Distribution of these assets to PSYOP forces may pose unique transportation requirements that are dictated by the nature of the operation, the existing transportation infrastructure, and rates of consumption. Before any PSYOP plan is executed, all aspects of logistic supportability must be considered and coordinated. Emphasis should also be placed on locating and using equipment and supplies already available in theater; i.e., printing presses and radio and/or television (TV) broadcast transmitters.

5. PSYOP Relationships

a. **PSYOP Relationship to Truth Projection and Public Affairs (PA)**

- The planned use of psychological actions and propaganda influences the attitudes, opinions, and behaviors of opposing or neutral groups in a manner favorable to US objectives. **PSYOP techniques are used to plan and execute truth projection activities intended to inform foreign groups and populations persuasively.** The purpose of PSYOP techniques is to ensure that targets receive and consider the information being disseminated.

- Military PA are the public information and community relations activities directed toward the general US public, including US military and Department of Defense (DOD) civilian personnel, by the various elements of the Department of Defense. **PA provides objective reporting, without intent to propagandize.** As open sources to foreign countries and the United States, PA channels can be used to disseminate international information. **To maintain the credibility of military PA, care must be taken to protect against slanting or manipulating such PA channels.** Within the United States, PA channels can be used to provide facts that will counter foreign propaganda, including disinformation, directed at the United States.

b. **PSYOP Relationship to Military Deception and Operations Security (OPSEC).** PSYOP actions convey information not only to intended PSYOP target audiences but also to foreign intelligence systems. Therefore, **PSYOP messages must be coordinated with counterintelligence planners and operators, with military deception planners, and with OPSEC planners** to ensure that essential secrecy is realized, counterintelligence operations are not compromised, and messages reinforce the desired appreciations of counterintelligence and deception as well as PSYOP plans.

Additionally, PSYOP actions can be executed to support deception actions or vice versa.

6. Fundamentals of Command and Control Warfare (C2W)

a. C2W is the integrated use of PSYOP, military deception, OPSEC, electronic warfare (EW), and physical destruction, mutually supported by intelligence, to deny information to, influence, degrade, or destroy adversary C2 capabilities while protecting friendly C2 capabilities against such actions. **C2W is a warfighting application of information warfare (IW) in military operations and is a subset of IW.** C2W applies across the range of military operations and all levels of conflict. C2W is both offensive and defensive.

- **C2-attack.** Prevent effective C2 of adversary forces by denying information to, influencing, degrading or destroying the adversary C2 system.

- **C2-protect.** Maintain effective C2 of own forces by turning to friendly advantage or negating adversary efforts to deny information to, influence, degrade or destroy the friendly C2 system.

b. **C2W employs various techniques and technologies to attack or protect a specific target set — C2.** C2W is applicable to both war and military operations other than war (MOOTW). C2W is planned and executed by combatant commanders, subunified commanders, and joint task force commanders. C2W efforts are focused within a CINC's area of responsibility or a commander, joint task force's joint operations area and their area of interest (AOI). C2W is an essential part of any joint military operation opposed or threatened by an organized military or paramilitary force. It is an integral part of an overall campaign plan. **C2W applies to all phases of an operation, including those before, during and after actual hostilities.**

c. **The elements of C2W (PSYOP, military deception, OPSEC, EW, physical destruction) can support land, sea, air, and space operations.** Although C2W as defined is composed of these five elements, in practice other warfighting capabilities may be employed as part of C2W to attack or protect a C2 "target set." The level of applicability of the various C2W elements is dependent on the assigned mission and the circumstances, targets, and resources available. **C2W provides a framework that promotes synergy between the individual elements to produce a significant warfighting advantage.** Even in MOOTW, C2W offers the military commander lethal and non-lethal means to achieve the assigned mission while deterring war and/or promoting peace.

d. Effective C2W provides the joint force commander (JFC) with the ability to shape the adversary commander's estimate of the situation in the theater of operations. It may even be possible to convince an adversary that the US has "won" prior to engaging in battle, resulting in deterrence and preempting hostilities.

e. A successful C2W effort will contribute to the security of friendly forces, bring the adversary to battle (if appropriate) at a disadvantage, help seize and maintain the initiative, enhance freedom of maneuver, contribute to surprise, isolate adversary forces from their leadership, and create opportunities for a systematic exploitation of adversary vulnerabilities.

f. **Effective C2W operations influence, disrupt or delay the adversary's decision cycle.** This decision cycle is supported by a C2 system, which does not merely consist of a commander and the infrastructure to communicate orders. It encompasses all the capabilities, thought processes, and actions

that allow a commander to correctly observe the AOI; assess what those observations imply about the operation; use assessments to make timely, effective decisions; and communicate those decisions as orders to subordinate commanders in order to control the course of an operation. The execution of orders on both sides of an operation alters the situation in the operational area. These changes, in turn, must be observed, assessed, and acted upon in a continuous process. This process can be thought of as a "decision cycle."

g. **Synchronized C2W operations should enable a JFC to operate "inside" an adversary's decision cycle** by allowing the JFC to process information through the C2 decision cycle faster than an adversary commander. Initiative is fundamental to success in military operations. In C2W, both C2-attack and C2-protect operations contribute to gaining and maintaining military initiative.

h. For more information on C2W, see Joint Pub 3-13.1, "Joint Doctrine for Command and Control Warfare (C2W)."

7. PSYOP in Support of C2W

a. **Introduction. PSYOP are a vital part of the broad range of US diplomatic, military, economic, and informational activities.** The employment of any element of national power projection, particularly the military element, has always had a psychological dimension.

- PSYOP's mission in developing the overarching PSYOP supporting plan for the JFC should be outlined in Appendix 4 to the Operations Annex of the subject operation plan (OPLAN). For example, Appendix 4 should address tactical PSYOP support to Army and Marine Corps maneuver units on the ground. Focused PSYOP support to C2W will be addressed in the Operations Annex C of the subject OPLAN. **PSYOP support to C2W should conform to the JFC's overall PSYOP support plan; however, the focus will be tailored to high-value C2-oriented target audiences.**

- **Psychological Impact.** All military operations have a psychological impact. Moving an aircraft carrier battle group off of an adversary's shores, conducting amphibious landing training or a surgical air strike, or executing a clandestine special operation into an adversary's heartland all influence attitudes, emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, their leaders, groups, and individuals. **In C2W, the PSYOP component's objective is to integrate, coordinate, and deconflict PSYOP with the full range of military activities.** This should enable the JFC to harness, focus, and synchronize the aggregate psychological impact for optimal effect in influencing an adversary's C2 system to ultimately achieve US goals and objectives.

b. **PSYOP in Support of C2-attack. PSYOP should be employed to enhance the actual and perceived C2W effort against adversary decision makers.** PSYOP can articulate to appropriate foreign audiences the mission, intent, and combat power of the joint force, as well as curb unreasonable expectations about the United States Government's (USG's) role and actions during operations. PSYOP can multiply and magnify the effects of military deception plans, reinforce apparent perceptions of the adversary, plant the seeds of doubt about the leadership of adversary forces, proliferate discrete messages to adversary command, control, communications, and intelligence collectors, enhance and combine live-fire capability demonstrations with PSYOP "surrender appeals" to encourage an adversary to give up, and magnify the image of US superiority.

c. **PSYOP in Support of C2-protect. PSYOP's main objective in C2-protect is to counter the adversary's hostile propaganda against the joint force.** Discrediting the source of mass media attacks against the operations of the US and/or multinational forces is critical to maintaining a favorable world opinion of the operations. Countering adversary propaganda is a coordinated effort requiring centralized planning and synchronized execution at all levels. The corollary benefit of effectively countering adversary propaganda is in persuading the adversary's populace that US and/or multinational operations are legitimate and driving a wedge between the adversary leadership and its populace to undermine the adversary leadership's confidence and effectiveness. PSYOP specialists and intelligence analysts can also produce information packets which commanders can use to "immunize" their units against adversary propaganda. Other PSYOP activities to support C2-protect operations include the following.

- **Persuading the adversary forces that US high technology can be used to identify and neutralize their efforts** and that their whole military force and its infrastructure will suffer if they persist in antagonizing friendly forces.

- When called upon, **PSYOP operations can target individual intelligence and C2 nodes to assist in C2-protect operations.**

PSYCHOLOGICAL OPERATIONS IMPACT

Millions of PSYOP leaflets were dropped [during Operations DESERT SHIELD and DESERT STORM]; they called on the Iraqis not only to surrender, but also warned them to stay away from their equipment because it was the target of Coalition air strikes. Most leaflets were dropped by MC-130s. F-16s and other aircraft flew several missions a day carrying the MK 129 leaflet container, showering the Iraqi troops with messages and warnings. USMC A-6s dropped another version of the leaflet in Kuwait. UH-1Ns used loudspeakers and Arab linguists to convince Iraqi soldiers to surrender along the Kuwait border. One leaflet depicted a mosque and a school yard, in which Saddam Hussein had liberally interspersed tanks, AAA guns, and other military equipment. The message to the Iraqi soldier was that Saddam Hussein was deliberately endangering their religion and families.

The detonation of several 15,000 bombs, which were dropped from MC-130 special operations planes, also seemed to have a psychological effect on Iraqi troops. Senior Iraqi officer EPWs frequently commented that their troops also were terrified of B-52s, and could clearly see and hear their strikes, even when miles away.

SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992

CHAPTER II
ORGANIZATIONAL RESPONSIBILITIES FOR PSYOP

"For a strong adversary (corps) the opposition of twenty-four squadrons and twelve guns ought not to have appeared very serious, but in war the psychological factors are often decisive. An adversary who feels inferior is in reality so."

Field Marshal Carl Gustav Baron von Mannerheim
The Memoirs of Field Marshal Mannerheim, 1953

1. DOD Responsibilities

a. **The Secretary of Defense**

- Participates in the establishment of national security policy and objectives.
- Recommends to the President the mobilization of Reserve component (RC) assets, as necessary.
- Provides strategic PSYOP advice to USG agencies and allies.

b. **The Under Secretary of Defense for Policy (USDP) or his designee, the Assistant Secretary of Defense (Special Operations/ Low Intensity Conflict) (ASD[SO/LIC])**

- Acts as principal adviser to the Secretary of Defense on PSYOP matters.
- Develops PSYOP policy for the Department of Defense.
- Coordinates PSYOP policies, plans, and programs with the National Security Council and other USG agencies.
- Evaluates the effectiveness of DOD PSYOP programs.
- Reviews and approves all PSYOP programs to be conducted during peace or in conflict.

c. **The DOD General Counsel** reviews all proposed PSYOP programs conducted during peacetime or conflict.

d. **The Chairman of the Joint Chiefs of Staff (CJCS)**

- Advises the Secretary of Defense on the use of military PSYOP to achieve national, strategic, and theater military objectives.
- Prepares strategic plans and issues policy for the use of military PSYOP in peacetime or conflict, and supports the overall conduct of war.
- Reviews the PSYOP plans and programs of the combatant commanders during times of conflict or war to determine whether they are adequate and feasible.
- Prepares integrated logistic and mobilization guidance for PSYOP capabilities.
- Coordinates and directs the preparation of combined PSYOP plans.
- In conjunction with Commander in Chief, US Special Operations Command (USCINCSOC), establishes joint doctrine for PSYOP.

- In conjunction with USCINCSOC, provides an integrated statement of joint PSYOP training requirements and ensures that these requirements are appropriately addressed.

- In conjunction with USCINCSOC, provides a unified, prioritized list of PSYOP intelligence and counterintelligence requirements to meet the needs of the CINCs, Joint Staff, and Services.

- Coordinates US participation in allied military PSYOP training programs.

- In conjunction with USCINCSOC, provides a joint, prioritized statement of military requirements for PSYOP capabilities to meet the needs of the National Command Authorities (NCA), the Chiefs, CINCs, and the Chairman of the Joint Chiefs of Staff.

- Provides the general policy and establishes production priorities for the PSYOP Studies Program.

e. **Geographic combatant commanders** have the following responsibilities in addition to those listed in Annex D, Joint Strategic Capabilities Plan (JSCP) and those listed for all military commanders.

- Designate specific staff responsibility for maintaining a PSYOP planning element, coordinating PSYOP actions, and ensuring that regional operation plans support national psychological objectives.

- Develop intelligence and counterintelligence requirements necessary to perform PSYOP analysis, planning, and execution.

- Plan, support, and conduct in peacetime and during conflict an overt peacetime PSYOP program (OP3) in support of US regional objectives, policies, interests, and theater military missions. The OP3 must be coordinated with the chiefs of US diplomatic missions.

- Prepare PSYOP plans and conduct theater PSYOP to support the execution of operations on a theater-wide basis during war.

- Foster cooperative PSYOP policies among allied military forces and regional security organizations.

- Provide for employment of RC PSYOP assets in planning, developing concepts, and participating in joint training exercises and contingency operations.

- Ensure advance contingency planning for use of non-DOD informational and related capabilities in DOD PSYOP.

- Establish and monitor a PSYOP reporting system.

f. **Combatant commanders (less USCINCSOC)** have the following responsibilities in addition to those listed for all military commanders.

- Ensure that staffs and organizations within their commands have sufficient representation and working proficiency in the planning and conduct of joint PSYOP. This includes the requesting of liaison officers from other USG agencies when appropriate.

- Develop plans and programs, in coordination with USCINCSOC, to support PSYOP requirements identified by supported geographic combatant commanders.

- Develop and submit to the Chairman of the Joint Chiefs of Staff additional PSYOP requirements necessary to

support geographic combatant commanders.

g. **Joint task force (JTF) commanders** have the following responsibilities in addition to those listed for all military commanders.

- Coordinate all JTF PSYOP efforts with appropriate US and allied authorities in the joint operations area, as appropriate.
- Incorporate PSYOP in JTF operation plans.
- Maintain up-to-date PSYOP estimates for designated operational areas.
- Monitor and review component PSYOP plans, including coordination of the development of appropriate PSYOP force capability.

h. **USCINCSOC's responsibilities for the development of strategy, doctrine, and tactics for joint PSYOP are interrelated with those of the Chiefs.** USCINCSOC has combatant command (command authority) (COCOM) of all dedicated Army and Air Force PSYOP forces in the continental United States (CONUS). In fulfilling this responsibility, USCINCSOC coordinates with the Chairman of the Joint Chiefs of Staff, Chiefs, and combatant commanders to ensure that all PSYOP and support requirements are addressed. USCINCSOC has the following responsibilities in addition to those detailed in Annex D, JSCP.

- Recommends PSYOP policy guidance to the Chairman of the Joint Chiefs of Staff, Chiefs, and US military commanders, as required.
- Develops PSYOP concepts to support national security objectives, reviews Service PSYOP doctrine development for consistency with joint doctrine, and ensures that joint and Service PSYOP training supports national objectives.
- Provides visibility of PSYOP issues, activities, missions, and capabilities to the Chairman of the Joint Chief of Staff, Chiefs, and commanders at other US military command levels.
- Prepares and provides assigned PSYOP forces to other combatant commanders, as required.
- Within his capabilities, supports other combatant commanders' PSYOP requirements.
- Participates with assigned PSYOP forces, as appropriate or required, in CJCS and combatant command exercises in order to develop joint tactics, techniques, and procedures for PSYOP forces.
- Ensures that PSYOP forces are trained to plan and conduct PSYOP in regions to which they are apportioned.
- Coordinates with the Chiefs for planning and providing combat support, combat service support, and sustainment of PSYOP forces assigned to other combatant commanders for conduct of PSYOP.
- Acts as the lead agent for joint PSYOP doctrine development.
- Manages the PSYOP Studies Program and coordinates PSYOP input to the Defense Intelligence Production schedule.
- Validates and develops priorities for PSYOP training, intelligence, and military requirements and provides these to the Chairman of the Joint Chiefs of Staff to support Service, combatant command, and Joint Staff responsibilities as they relate to PSYOP.

i. **The Military Departments and Services** have the following functions.

- Provide civilian and military personnel with appropriate PSYOP training and planning skills.
- Provide capabilities organic to Service forces to execute PSYOP actions and dedicated PSYOP forces and equipment.
- Develop Service PSYOP doctrine relating to the primary functions assigned to the particular Service.
- Provide PSYOP forces or detachments (not assigned to USCINCSOC) to combatant commanders for service in foreign countries.
- Request additional PSYOP support from the CJCS PSYOP Executive Agent.
- Provide departmental intelligence and counterintelligence assets that are trained, equipped, and organized to support planning and conduct PSYOP.
- Train and educate departmental personnel to counter and neutralize the effects of hostile foreign PSYOP.

j. **The Chief of Staff, US Army,** in addition to responsibilities delineated as Chief of a Service, has the following responsibilities.

- Act as CJCS Executive Agent for the conduct of joint PSYOP training as detailed in the DOD PSYOP Master Plan.
- Train foreign personnel in PSYOP, when required.

k. **The Director, Defense Intelligence Agency,** has the following responsibilities.

- Establish and implement a plan to satisfy PSYOP intelligence and counterintelligence requirements.
- Assist in the preparation of PSYOP intelligence and counterintelligence estimates and appraisals of foreign groups designated by USDP, Chairman of the Joint Chiefs of Staff, Chiefs, and combatant commanders.
- Provide PSYOP training for intelligence analysts to ensure a capability to respond to intelligence production requirements in support of PSYOP programs.
- Recommend PSYOP opportunities in support of US policy.
- Provide indications of potential vulnerability to hostile PSYOP or foreign intelligence services.

l. **The Director, Defense Information Systems Agency**, will provide computer systems support of the PSYOP Automated System (POAS).

m. **The Director, National Security Agency and/or Chief, Central Security Service,** provides intelligence information to satisfy intelligence collection requirements.

n. **Directors of all Defense agencies** support geographic combatant commanders by providing agency support to PSYOP planning and actions.

o. **All military commanders**, when appropriate, have the following responsibilities.

- Include PSYOP planning in the preparation of plans for all military actions across the range of military operations.
- Consider the psychological effects and implications of all courses of military actions during joint operation planning.
- Include PSYOP assets in the planning and conduct of all military exercises.

2. US Forces Commanders Serving in Multinational Commands

US forces commanders serving in multinational commands have the following responsibilities.

a. Implement multinational PSYOP plans to the extent consistent with international law, including the law of armed conflict, and treaty obligations in relations with the government and civilian population of countries where US forces are assigned.

b. Request guidance from the Secretary of Defense on implementation of multinational policies and objectives, as appropriate.

c. Coordinate joint PSYOP planning with appropriate multinational commanders and national forces of host countries.

3. PSYOP Functions of Other US Government Agencies

a. **During peacetime, the Department of State provides overall direction, coordination, and supervision of interdepartmental activities overseas.** In peacetime operations or in conflict, the Department of State may restrict PSYOP messages and themes used within countries or areas.

b. The Central Intelligence Agency, the United States Information Agency, the Board for International Broadcasting, Department of Treasury, Justice Department, and other agencies impacted by military PSYOP, including the OP3, review plans to ensure consistency of effort.

Coordinating effective PSYOP among US Government Agencies depends on accurate and timely information from the combatant commander.

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CHAPTER III
COMMAND AND CONTROL

"As the excited passions of hostile people are of themselves a powerful enemy, both the general and his government should use their best efforts to allay them."

Lieutenant General Antoine-Henri Baron de Jomini
Summary of the Art of War, 1838

1. General

The NCA issues national security policy through directives and statements. During peacetime, the Secretary of Defense (or his designated representatives) translates national security policy into military policy. **Because of the nature of the psychological dimension, all policy matters tend to impact upon PSYOP.** During war, policy flows directly from the NCA through the Chairman of the Joint Chief of Staff to the combatant commanders. **The combatant commander is responsible for the centralized direction and conduct of PSYOP within his operational area.** Early and full PSYOP support to the supported commander is critical throughout the crisis action planning process.

2. Statutory Policy

Traditionally, DOD missions and activities have been established in Federal statute or, in the absence of statutory authority, through the broad constitutional powers of the President as Commander in Chief of the Armed Forces. The President, using his constitutional and statutory authority, may issue documents that provide direction to the Executive Branch. **Several National Security Directives and Executive Orders apply to PSYOP.** Additionally, regulatory guidance pertaining to the conduct of PSYOP is promulgated by the Department of Defense. Specific Executive and departmental citations are listed in Appendix A, "Service-PSYOP Capabilities."

3. Treaties and Agreements

The Hague and Geneva Conventions place certain restrictions on the use of PSYOP in wartime. Specifically, Hague Convention No. IV of 18 October 1907, "Respecting the Laws and Customs of War on Land," states that ruses of war are legitimate so long as they do not involve treachery or perfidy on the part of the belligerent resorting to them. It would be improper to secure an advantage of the enemy by deliberate lying or misleading conduct that involves a breach of faith or when there is a moral obligation to speak the truth. This prohibition does not include cover and deception activities when they are legitimate military activities directed at confusing or misleading the enemy. Bilateral defense treaties usually have agreements concerning the conduct of PSYOP by the signatories. Use of PSYOP may also be regulated under status-of-forces agreements. A current list of treaties and other international agreements in force is found in DOS Pub 9433, "Treaties In Force."

4. Command Relationships

a. **Combatant command (command authority)** is nontransferable command authority established by title 10 ("Armed Forces"), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. COCOM cannot be

delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. **Unless otherwise directed by the NCA, combatant commanders exercise COCOM over all assigned military PSYOP assets.** Combatant commander responsibilities are described in Figure III-1.

b. Because of the strategic and operational importance of the PSYOP contribution to the CINC's Strategic Concept, **centralized planning of PSYOP should be focused at the combatant command level.** Likewise, when the combatant commander activates a subordinate joint force (subunified command or JTF), the PSYOP planners should be on the JFC's staff. **When authorized, combatant commanders may allow multinational commanders to exercise operational control (OPCON) of PSYOP forces.** The supported combatant commander may obtain, through the NCA, required PSYOP forces to

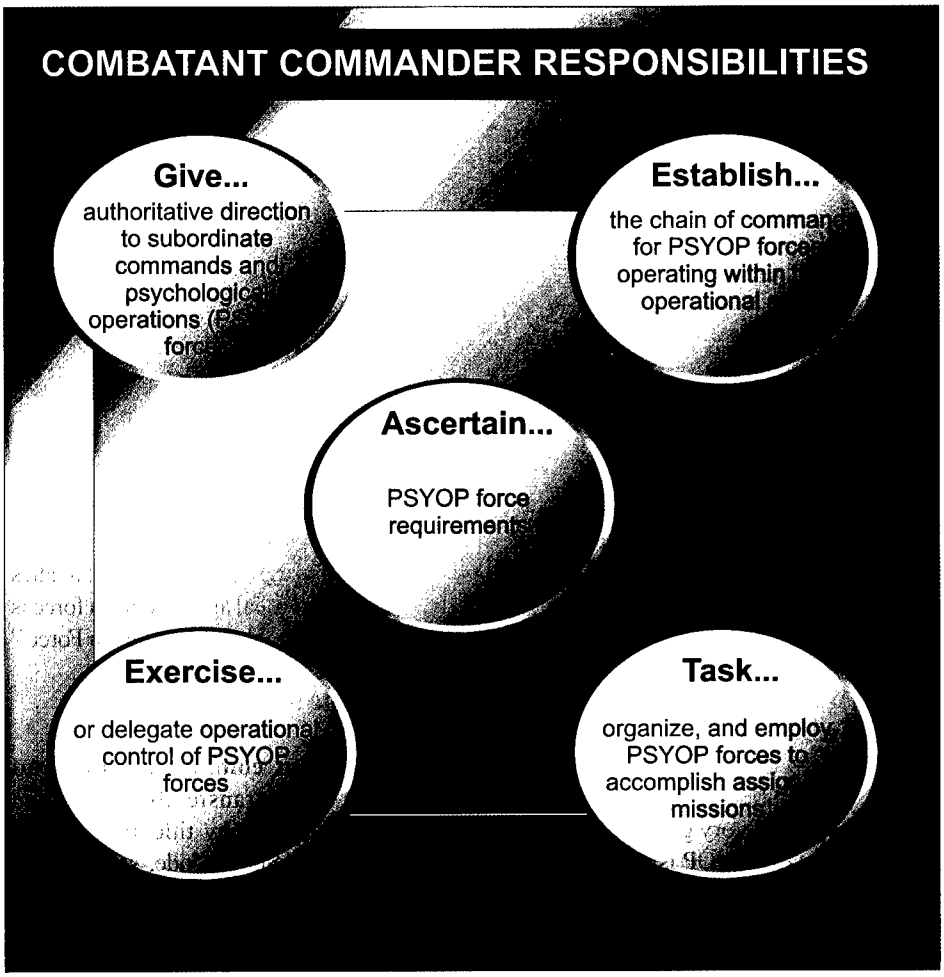


Figure III-1. Combatant Commander Responsibilities

execute plans in the same manner that other forces are obtained.

c. The combatant commander may place PSYOP forces under OPCON of a subordinate joint force or component commander for appropriate mission support. However, **it is essential that all PSYOP products, such as leaflets or radio scripts, use the same themes and symbols** necessitating a single product development center. PSYOP planners will identify target audiences and PSYOP objectives, themes, activities, and products that support the JFC's psychological objectives. In the special operations (SO) arena, PSYOP take on an added significance in support of JFC objectives involving the need to mobilize the civilian population while at the same time isolating the enemy and taking away its ability to muster popular support. **Subordinate commanders will identify requirements for PSYOP assets to support the higher JFC.** Depending on mission requirements, PSYOP staff augmentation may be provided to the commander of a subunified, JTF, or component command to enhance planning and coordinating capability.

d. **PSYOP units may be integrated into multinational operations.** When US PSYOP assets are attached to a multinational organization, they will usually function the same as when supporting US forces. Appropriate points of coordination and control for PSYOP activities and forces should be established through a multinational PSYOP cell.

PSYOP IN THE PERSIAN GULF

Planning for psychological operations began immediately after the [Iraqi] invasion of Kuwait [DESERT SHIELD]. A PSYOP planning group consisting of military and civilian personnel from CENTCOM, SOCOM, and the 4th Psychological Operations Group (POG) was formed at CENTCOM Headquarters at MacDill Air Force Base, FL in early August of 1990. This group became the nucleus of the PSYOP command and control element that deployed to Saudi Arabia.

Leaflet, radio, and loudspeaker operations were combined and this combination was key to the success of PSYOP. Leaflets were the most commonly used method of conveying PSYOP messages. Twenty-nine million leaflets consisting of 33 different messages were disseminated in the Kuwait theater of operations. Delivery means consisted of MC-130, HC -130, A-6, F-16, B-52, and artillery.

A building block approach for leaflet operations was used, with the first leaflet themes being ones of peace and brotherhood. Increasing the intensity of the PSYOP message as events evolved, leaflet themes transitioned to emphasizing the United Nations imposed 15 January deadline. After the UN deadline passed and Operation DESERT STORM began, themes emphasizing abandonment of equipment and desertion were used. Exploiting the effects of specific munitions leaflets were also used to inform Iraqui units that they were going to be bombed. Feedback from interviews with enemy prisoners of war validated the success of leaflet operations.

"Voice of the Gulf" was the Coalition's radio network that broadcast from ground based and airborne transmitters, 18 hours per day for 40 days. The radio script was prepared daily and provided news, countered Iraqi propaganda and disinformation, and encouraged Iraqi defection and surrender.

Loudspeaker teams were used effectively throughout the theater. Each tactical maneuver brigade had loudspeaker PSYOP teams attached. Many of the 66 teams came from the Army Reserve Components (RC). Loudspeaker teams accompanied units into Iraq and Kuwait, broadcasting tapes of prepared surrender messages. Messages were transmitted in Arabic and were developed by cross cultural teams. These messages were similar to those on the leaflets being dropped. Iraqi soldiers were encouraged to surrender, were warned of impending bombing attacks, and told they would be treated humanely and fairly. Many Enemy Prisoners of War (EPW) mentioned hearing the loudspeaker broadcasts in their area and surrendered to the Coalition forces because they feared more bombing.

SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992

5. Organization of PSYOP Forces

a. **The scale of joint operations will generally dictate the organization of PSYOP forces.** This organization will vary with the nature of the mission, availability and qualifications of PSYOP personnel, and the supported commander's assessment of the PSYOP force requirement.

b. As a crisis begins to develop, the first element of the CONUS-based PSYOP force that the combatant commander will place in the time-phased force and deployment data (TPFDD) for transport to theater is **the PSYOP Assessment Team (POAT).** The POAT provides staff augmentation to the operations staff (J-3) of the JFC. This team consists of 4 to 12 personnel, communications equipment, and vehicles. **The POAT assesses the situation, confers with the commander, develops the PSYOP objectives, and recommends an appropriate combination of personnel, equipment, and Service components to accomplish the mission.** If the POAT can accomplish necessary planning and assist tactical commanders executing PSYOP activities, no further PSYOP forces are likely to be required. The POAT also coordinates with other USG agencies with related missions.

c. If the POAT determines that significant PSYOP forces are required to accomplish the JFC PSYOP objectives, **a PSYOP Task Force (POTF) may be required.**

- The decision on whether or not to activate a POTF is determined by the following factors.

  •• CONUS-developed and produced PSYOP products cannot be delivered to the area of responsibility (AOR) in a timely manner.

  •• Geographical size of the AOR requires dispersed operations.

  •• Number and types of supported units exceeds the capability of POAT to advise and assist.

  •• Number and types of PSYOP units and/or assets to be coordinated exceeds the C2 capability of the POAT.

- **The regional battalion provides PSYOP C2 assets and product development capability.** The regionally oriented battalion is augmented by production assets (audio-visual studios, printing presses and other related equipment) and dissemination assets

(radio stations and radios, televisions stations and televisions, loudspeaker teams), including RC enemy prisoner of war and regional and/or tactical units, as required.

- **Although the POTF could be assigned anywhere in the JFC structure, it ordinarily remains OPCON to the JFC and reports through the J-3** (see Figure III-2). Because all products used throughout the joint force must be consistent, they are developed in one product development cell. Retaining OPCON at the joint force headquarters allows the most effective use of scarce PSYOP-trained personnel and linguists while ensuring access of PSYOP products to all subordinate commands.

- **Tactical dissemination assets,** primarily loudspeaker teams and liaison teams, **may be attached in CONUS to deploying units, attached in theater based on mission requirements, or deployed with the POTF and remain in support of the entire joint force.** Factors that will affect the size and composition of the PSYOP force include, but are not limited to, the following.

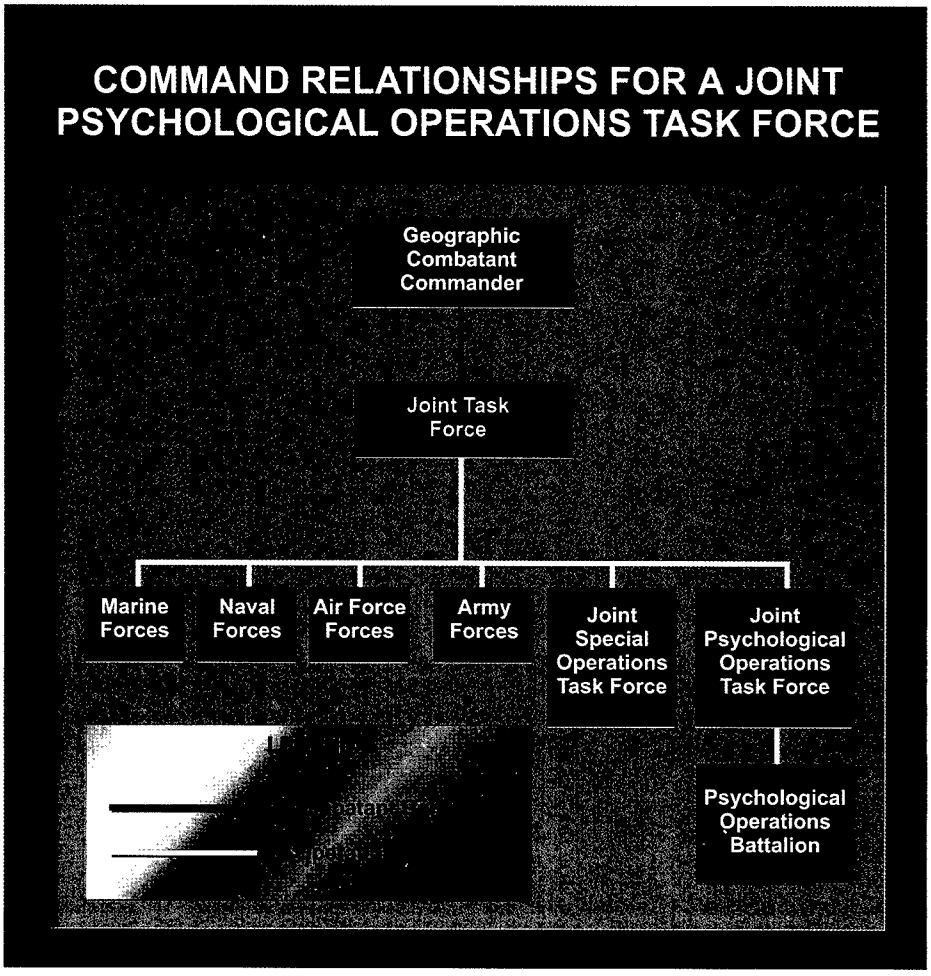


Figure III-2. Command Relationships for a Joint Psychological Operations Task Force

•• Scope and duration of the PSYOP objectives.

•• Requirements for liaison and coordination with other USG and host nation (HN) agencies.

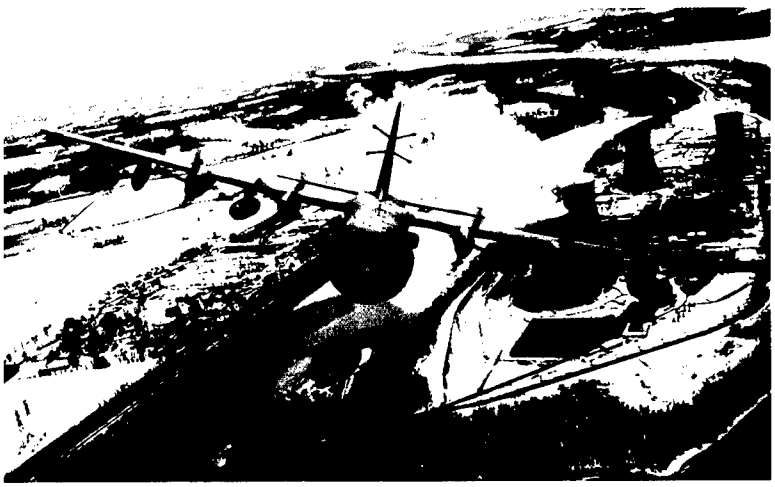
•• Requirements for sustaining and coordinating with supported units.

•• Policy, funding, and foreign or HN sensitivities and their effect on other combatant command and supporting component objectives.

•• Foreign intelligence and security service threat emanating from within the host country or from the target country.

d. **The senior PSYOP officer in theater normally serves as the joint force PSYOP officer.** If the situation can be handled by augmenting the JFC's staff, the joint force PSYOP officer will ensure that component staffs are aware of the PSYOP products available. Working through the various component operations staffs, **the joint force PSYOP officer will ensure continuity of psychological objectives, themes to stress and avoid, and target audiences by all components.** Tailored PSYOP teams are available to support smaller operations when a POTF is not required.

e. Based on the scarcity of trained PSYOP personnel and the criticality of ensuring that all PSYOP messages disseminated by the JFC are consistent, **significant PSYOP activity normally requires a POTF to coordinate and deconflict execution of the JFC's plan.** When a POTF is established, the following PSYOP command relationships are normally established. **Tactical PSYOP forces** are placed in direct support of maneuver elements. **Dissemination forces** operate in general support of the JFC with tactical control by the POTF commander. **Multipurpose assets** that are primarily PSYOP platforms, such as COMMANDO SOLO, remain OPCON to the Service component or the joint special operations task force and tactical control to the POTF commander.



Platforms primarily designed for PSYOP, such as COMMANDO SOLO, are mobilized to support combatant commanders.

f. During full mobilization, the entire US military PSYOP capability becomes available for employment by the supported combatant commander. PSYOP units apportioned for theater planning purposes and available for

employment are identified in Annex D to the JSCP.

g. **Operations across the range of military operations may require use of RC PSYOP forces.** Early identification of PSYOP requirements is necessary in order to facilitate RC activation, processing, and training. Required RC PSYOP forces must be included in the TPFDD, along with Active component (AC) PSYOP forces; otherwise, data essential for Joint Operation Planning and Execution System (JOPES) planners will not be available and deployment of forces required for the operations may be delayed.

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CHAPTER IV
PSYOP PLANNING

"The real target in war is the mind of the enemy command, not the bodies of his troops. If we operate against his troops it is fundamentally for the effect that action will produce on the mind and will of the commander; indeed, the trend of warfare and the development of new weapons - aircraft and tanks - promise to give us increased and more direct opportunities of striking at this psychological target."

Captain Sir Basil Liddell Hart
Thoughts on War, 1944

1. General

PSYOP in joint operations will be planned, developed, and executed in accordance with JOPES. (See Joint Pubs 5-03.1, "Joint Operation Planning and Execution System, Vol I: [Planning Policies and Procedures]," and 5-03.2, "Joint Operation Planning and Execution System, Vol II: [Planning and Execution Formats and Guidance].") The provisions of this chapter apply equally to the processes of deliberate and crisis action planning. Military PSYOP is a component of US international information activities. Accordingly, planned military PSYOP may affect not only military targets but political, economic, or social structures within the target area.

2. General Objectives of Joint PSYOP

The general objectives of joint PSYOP are shown in Figure IV-1.

3. Planning Skills

To employ PSYOP effectively, joint military planners must have the following.

a. A thorough knowledge of national security policy and objectives, as well as national and theater military objectives.

b. Joint operation planning skills, with a knowledge of PSYOP doctrine, tactics, techniques, procedures, and force structure.

c. A thorough understanding of the customs, mores, and values of the target audience.

4. PSYOP Concepts for Planners

The more effective the use of PSYOP, the greater the potential for operational success. As plans are developed the following concepts must be kept in mind.

a. **Persuasive Communications. All communications systematically convey information and impressions directly to all involved.** Personal conclusions that result will interact with individual perceptions to change or reinforce attitudes and behaviors. Operationally, international information activities and military PSYOP can communicate persuasively.

b. **Command Disruption.** Disruption of C4 not only directly interferes with the capabilities of an opponent to succeed in combat but also **can have serious impact upon the opponent's morale, cohesion, discipline, and public support** essential to efficient operations.

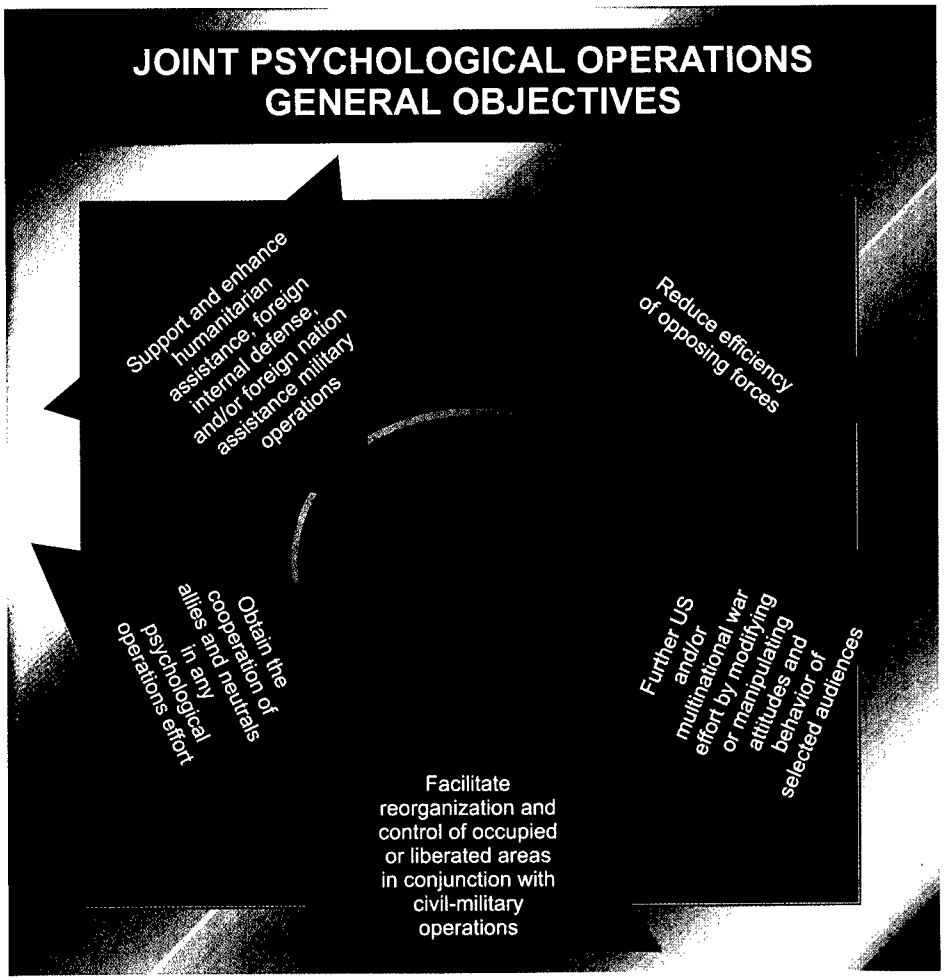

Figure IV-1. Joint Psychological Operations General Objectives

c. **Information Denial.** Competing parties can systematically deny opponents information they require to formulate decisions. **The Information Security Program establishes procedures to protect classified information and the OPSEC program establishes measures to deny unclassified but sensitive indicators** of friendly activities, capabilities, and intentions across the range of military operations.

d. **Intelligence Shaping.** It is possible to **systematically convey and deny data to opposing intelligence systems with the objective of causing opposing analysts to derive selected judgments.** These judgments interact with the perceptions of opposing planners and decision makers to influence estimates upon which capabilities, intentions, and actions are based.

5. PSYOP Plan Development

The following guidance is provided for the development of the PSYOP appendix to the Operations annex.

a. **Research and Analysis.** Research must be conducted and **requisite data must be collected to plan PSYOP.** The data must be analyzed to determine competing and complementary US and other-party goals, and

possible strategies and courses of action to achieve these goals. **The planner should also make a determination of key questions about friendly intentions, capabilities, and current activities** that an adversary would need to act effectively under competitive circumstances. Such key questions are termed essential elements of friendly information.

b. **Development.** The perceptions, knowledge, and factors that influence particular targets must be evaluated. **Both the sources upon which particular targets rely and US ability to influence those sources must be determined.** Target information-gathering interests and activities need to be identified. Information and indicators that should be conveyed and denied to targets to reinforce desired appreciations and preserve essential secrecy must be ascertained. Execution means to convey or deny information and indicators have to be selected. A plan for a general phasing of those means has to be developed. Tasks required to prepare and execute implementing actions and to supervise overall execution need to be identified. Themes and actions to be stressed or avoided must be developed to support the attainment of specific psychological objectives. **Success or failure of PSYOP can hinge on analysis of culturally sensitive themes or actions that may be viewed as offensive to the target audience.** Various courses of action must be developed and submitted in the PSYOP appendix to the Operations annex of the operation plan for coordination and approval. Planners should identify the assets necessary to execute the plan and list them in OPLAN TPFDDs; otherwise, it may become difficult to obtain these assets in time to execute the plan. A dissemination or PSYOP activity timeline must also be developed and be listed in OPLANs submitted for approval.

c. **Production Requirements. The forces, assets, and capabilities needed to produce PSYOP products must be analyzed.** These factors must be compared to the forces assigned or available for planning and organizations (US and multinational). Tasks for available PSYOP resources, including specific requirements, must also be provided. Requirements for PSYOP resources in excess of those available to the combatant command will be reported to the Joint Staff.

d. **Dissemination Plan. The dissemination plan must take into account the type of PSYOP product** (i.e., leaflets,

During PSYOP planning, available capabilities to produce PSYOP products must be analyzed and measured against task requirements.

radio broadcasts, TV broadcasts) **and the means to deliver the product.** Coordination among the commands planning and executing PSYOP actions is necessary for effective joint use of capabilities. **A joint communications plan should be prepared to ensure that communications systems are compatible and adequate.** Regardless of the means used to disseminate PSYOP products, the messages and actions must be carefully evaluated for intent and impact. The effects of PSYOP actions on targets, deceptions in use or planned, OPSEC posture and vulnerabilities, and policy consistency, demand close scrutiny and coordination among all planners.

6. Planning Considerations

a. **Means.** The most numerous and generally useful means to conduct PSYOP are **open sources of information.** These sources should be accessible to, or activities observable by, target groups. When appropriate, deception means can be used to convey messages to foreign groups having access to foreign intelligence. Planners must understand both the possibilities and limitations of each means and the factors to consider in their use.

b. **Personnel. Dedicated personnel with adequate language and area expertise and resources** are needed during MOOTW and war to conduct theater, operational, and tactical PSYOP. Specific requirements must be determined by commanders based on anticipated operations.

c. **Inter-Service, Interagency.** The formation of an Office of the Secretary of Defense level inter-Service and, in some cases, interagency level committee may be necessary to facilitate coordination and monitor the development and execution of joint or multinational PSYOP plans or actions.

7. Planning Guidance

Specific joint PSYOP planning guidance and considerations for planners are shown in Figure IV-2.

8. Approval of PSYOP Plans

Planners should understand the difference between planning PSYOP for joint operations and planning for overt peacetime PSYOP programs. Peacetime programs are planned in consonance with the respective US Ambassador's country plan and support national objectives and policy. Plans for MOOTW and war also support national objectives and policy, but generally have a different focus for PSYOP than peacetime programs.

a. **Overt Peacetime Psychological Operations Programs.** The guiding policy for OP3 is DOD Directive S-3321.1, "Overt Peacetime Psychological Operations Conducted by the Military Services in Contingencies Short of Declared War." Annual OP3 programs will be submitted to the Joint Staff for coordination and transmittal to USDP or his designee, ASD(SO/LIC), for staffing and interagency coordination. **Annual programs approved by the USDP or the ASD(SO/LIC) will be returned through the Joint Staff to the geographic combatant commanders.** Approval of an overall annual program is required before the conduct of specific operations. Previously approved annual programs may continue while the following year's proposed program is in the staffing and approval process.

b. **Joint Operation Planning**

- Military PSYOP span the range of military operations. **Specific planning options and sequencing of events guide PSYOP activities during each operation.**

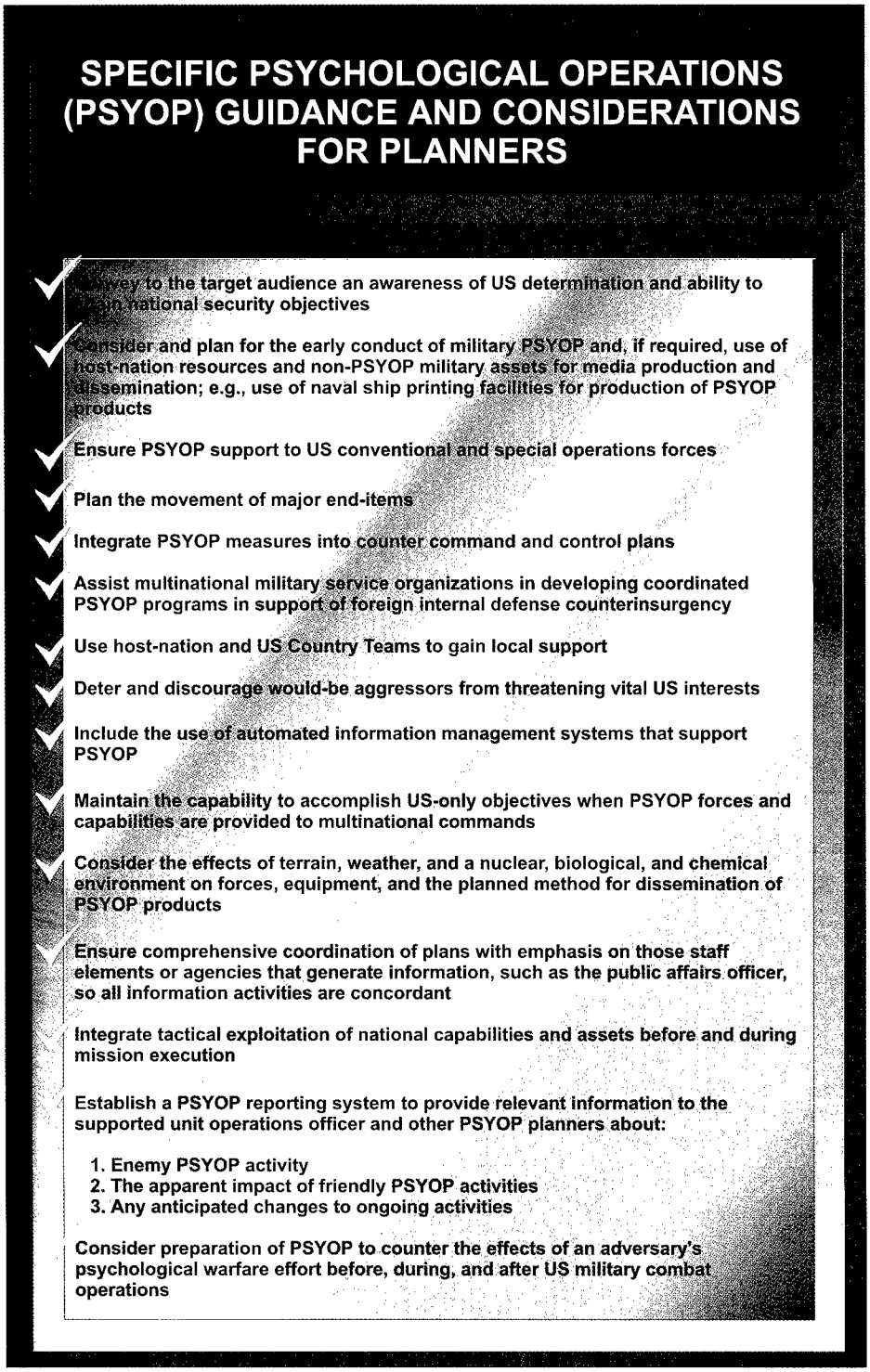

Figure IV-2. Specific Psychological Operations (PSYOP) Guidance and Considerations for Planners

Changes in political objectives or constraints may cause operational characteristics to change rapidly and significantly. Experience has repeatedly demonstrated that it is essential to involve PSYOP planners at the beginning and that those who will execute the mission must be involved in the planning process.

- The planning process is detailed in Joint Pub 5-03.1, "Joint Operation Planning and Execution System, Vol I: (Planning Policies and Procedures)," and execution formats and guidance are contained in Joint Pub 5-03.2, "Joint Operation Planning and Execution System, Vol II: (Planning and Execution Formats and Guidance)."

  •• OPLANs require that all applicable annexes and appendixes, including PSYOP, be produced and submitted as part of the OPLAN in the review and approval process. Submission of the proposed dissemination timeline can minimize later delays, even if approval is conditional.

  •• In operation plans in concept format, the combatant commander decides which annexes and appendixes will be developed. PSYOP planners should encourage the combatant commander to make an early determination of the need for a PSYOP appendix to the Operations annex and ensure that, if developed, it is included in the plan when submitted for review and approval.

  •• Crisis action planning procedures are found in Chapter V and Annex A of Joint Pub 5-03.1, "Joint Operation Planning and Execution System, Vol I: (Planning Policies and Procedures)."

- **PSYOP planners should request initial policy coordination from the ASD(SO/LIC)** through the Chairman of the Joint Chiefs of Staff as early as possible to facilitate coordination with USG agencies. Planners should have agreements with other USG agencies, as appropriate. Command arrangement agreements, memorandums of understanding, and letters of agreement with the Services, DOD and non-DOD agencies, and interdepartmental and interagency committees or groups should be developed to effectively implement and accomplish operational missions.

c. **Planning is sometimes sensitive, requiring compartmentalization.** Commanders will take active measures to protect the integrity of the PSYOP planning process and prevent the premature release of PSYOP themes, messages, or target information.

9. PSYOP Studies Program

The PSYOP studies program includes the **Basic PSYOP Studies (BPS), the Special PSYOP Studies (SPS), and Special PSYOP Assessments (SPA).** The Chairman of the Joint Chief of Staff provides general policy and establishes production priorities for the program. **USCINCSOC, as a supporting CINC, manages the PSYOP Studies Production Program, issues taskings, and monitors production.** Combatant commanders request BPS or SPS production on specific countries or regions within their respective AORs.

a. **The BPS and SPS are designed to provide PSYOP planners with basic source documents** for developing PSYOP estimates and plans. These documents also assist other planners in assessing the feasibility and appropriateness of using PSYOP in a given country or region in support of US national objectives and operation plans of combatant commanders. **BPS are country specific and SPS can be country, regional, or issue oriented.**

b. **SPA are contingency-related, quick-response PSYOP analyses of the situations** in selected countries or regions where crises may be developing or the potential for crisis is perceived.

10. Coordination with Other Government Agencies

Coordination of PSYOP with other USG agencies ensures that policies and plans supporting PSYOP objectives are articulated and in consonance with NCA-approved themes and policies.

a. **United States Information Agency (USIA)** has the primary responsibility for conducting public diplomacy and for advising the US Government on policy implications of foreign attitudes and perceptions. Public diplomacy includes communication, PA, press relations, people-to-people exchanges, and cultural ties with other nations. Public diplomacy supplements traditional diplomacy by disseminating information to foreign populaces, generally through open media sources. As such, public diplomacy should be part of a unified, coherent effort to communicate with the people and governments of other countries. PSYOP can support US public diplomacy initiatives.

b. **In addition to USIA, PSYOP should be coordinated with other USG agencies**, including, but not limited to, the Central Intelligence Agency; Board for International Broadcasting; Departments of State, Commerce, Transportation, Energy, and Justice; Drug Enforcement Administration; and the US Coast Guard.

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CHAPTER V
PSYOP AND THE RANGE OF MILITARY OPERATIONS

"It is your attitude, and the suspicion that you are maturing the boldest designs against him, that imposes on your enemy."

Frederick the Great
Instructions to His Generals, 1747

1. Joint Military PSYOP Objectives Across the Range of Military Operations

PSYOP supports joint and multinational conventional and special operations and other designated government agencies. **The role of PSYOP varies depending on the level of operational activity or environment.** Although the following discussion of PSYOP applicability to the range of military operations (military operations other than war and war) describes each in discrete terms, **in actual circumstance there may not be a precise boundary where a particular state ends and another begins.** The range of military operations model as outlined in Joint Pub 3-0, "Doctrine for Joint Operations," facilitates the abilities of the NCA and the combatant commander to describe strategic and operational environments, define needs, devise strategies, and project DOD assets (to include PSYOP) to meet mission requirements.

a. **Military Operations Other Than War (MOOTW)**

- **MOOTW Not Involving the Use or Threat of Force.** To be effective, **peacetime military PSYOP are conducted in accordance with DOD Directive S-3321.1 and require interagency coordination and authorization at the national level.** Typical MOOTW operations not involving the use or threat of force that can be supported by joint PSYOP include humanitarian assistance and disaster relief, nation assistance, security assistance, FID, counterdrug operations, and peace support operations. These military activities provide training and in-theater access to allow for the facilitation and use of PSYOP during the transition to war. **The broad objectives of PSYOP in these circumstances are shown in Figure V-1.**

- **MOOTW Involving the Use or Threat of Force.** MOOTW involving the use or threat of force **require the application of the diplomatic, military, economic, and informational instruments of national power.** Nonlethal activities such as PSYOP can be decisive in these types of MOOTW. Failure to engage in nonlethal activities may prolong the operation at the cost of lives. Joint PSYOP are capable of supporting operations conducted during MOOTW, to include raids or strikes, combatting terrorism, peacekeeping and/or enforcement of sanctions, naval quarantines, and noncombatant evacuation operations. In MOOTW involving the use or threat of force, PSYOP offer the NCA options for engagement that potentially:

  •• Avoid the employment of additional combat forces;

  •• Reduce the period of confrontation; and

  •• Enhance the political, military, economic, and informational elements of national power.

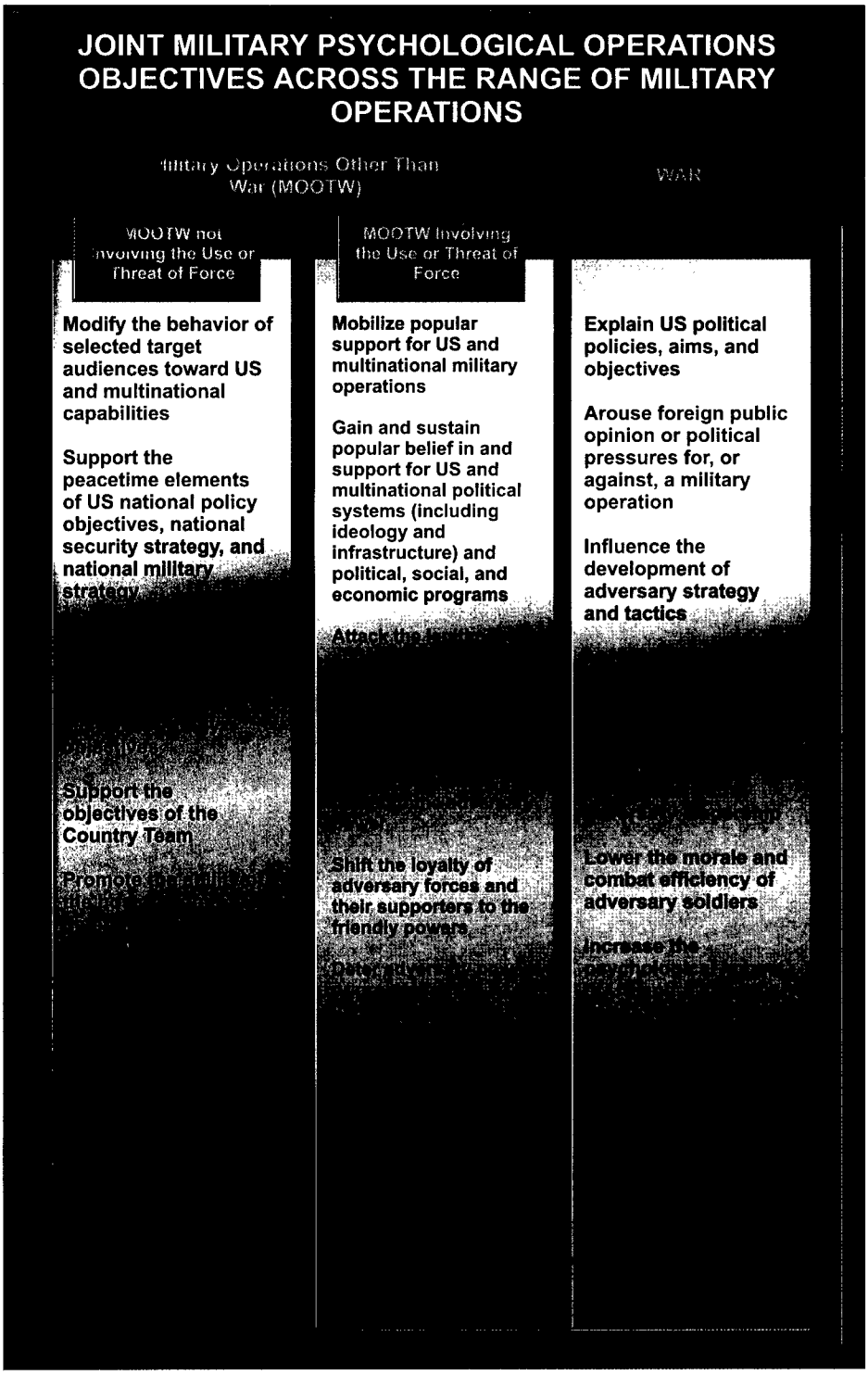

Figure V-1. Joint Military Psychological Operations Objectives Across the Range of Military Operations

The broad objectives of PSYOP are best served by modern, sophisticated systems.

- **Objectives.** PSYOP are **directed toward selected target audiences in support of MOOTW to achieve the objectives shown in Figure V-1.**

b. **War.** During war, PSYOP at the strategic, operational, and tactical level may enhance the success of operations at all echelons. **PSYOP objectives during war are shown in Figure V-1.**

2. PSYOP in Support of Joint Warfare Operations

a. In war, JFCs synchronize their capabilities and actions in various dimensions to achieve assigned objectives quickly and with minimum casualties. **The JFCs seek to establish conditions that lead to decisive operations** (i.e., that set of operations that either defeats enemy centers of gravity or successfully achieves other strategic objectives).

b. Joint PSYOP is an instrumental tool in support of the campaign plan, which assists the JFC in gaining the initiative. In addition, properly planned and executed PSYOP provide supported commanders at all echelons with opportunities for gaining additional agility, depth, and synchronization for sustained and decisive combat operations.

c. **Employment of PSYOP can be equally effective in supporting both offensive and defensive operations conducted by conventional forces.** The type of offensive and defensive operations influences the type of PSYOP support and the degree of success it achieves.

- **PSYOP conducted in support of offensive operations can:**

  •• Exploit the effects of friendly offensive operations;

  •• Contribute to the effectiveness of military deception and OPSEC measures employed during offensive operations;

  •• Increase or decrease the psychological impact of adversary operations;

  •• Help subordinate units exploit targets of opportunity; and

  •• Increase the psychological impact of the employment of US technologically superior weapons systems against adversary forces and strategic targets.

- **PSYOP support to the commander in the defense can**:

  •• Discourage adversary offensive operations;

  •• Provide support to forces delaying the advance of adversary units, to include PSYOP support for tactical deception;

  •• Support the planning for and conduct of counterattacks;

  •• Support forces delaying an adversary's advance using tactical deception operations;

  •• Support the joint rear area coordinator's operations; and

  •• Prepare the battlefield psychologically for resumption of friendly offensive operations.

- **PSYOP support to objectives common for all joint conventional operations will:**

  •• Create uncertainty in and lower the morale and efficiency of adversary soldiers and civilians;

  •• Influence adversary strategy and tactics;

  •• Arouse local public opinion in favor of friendly forces and foment internal political and social pressures against adversary operations;

PSYOP DURING DESERT STORM

The following describes one of the Psychological Operations Leaflets dropped to Iraqi forces during Operation DESERT STORM.

Arabic Script on the Reverse of a copy of the 25 Dinar Note (with Saddam Hussein's likeness) read as follows.

"If you want to escape the killing, be safe, and return to your families, do the following things:

1- Remove the magazines from your weapons;
2- Put your weapon over your left shoulder with the barrel pointed down;
3- Put your hands over your head;
4- Approach military positions slowly.

Note: Beware of the minefields sown along the border.

Now, use this safe conduct pass.

Note to Americans: The Iraqi soldiers who are carrying this pass have indicated their desire for friendship, to cease resistance, and to withdraw from the battlefield. You must take their weapons from their hands, afford them proper treatment, provide food and water, and render any needed medical treatment."

SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992

•• Promote the activities of opponent elements directed against the adversary, particularly those conducted by elements within the adversary's territory;

•• Encourage disaffection among potentially dissident elements within the adversary military and civilian populace;

•• Advise on the psychological implications of planned and executed friendly courses of action; and

•• Plan and conduct counterpropaganda operations to nullify adversary PSYOP efforts or mitigate their effects.

3. PSYOP in Support of Special Operations

SO are an integral part of modern warfare. SO may support conventional military operations or they may be conducted alone. **PSYOP may support the following SO missions** (see Figure V-2).

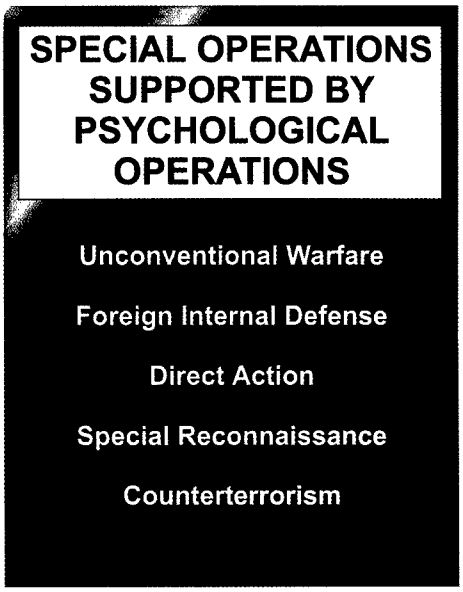

Figure V-2. Special Operations Supported by Psychological Operations

a. **Unconventional Warfare (UW).** Conventional PSYOP techniques may be applicable during UW operations, but because of the changing operational environment, different target groups exist. The four major UW targets of PSYOP are listed below.

- The uncommitted.
- Hostile sympathizers.
- Hostile military forces.
- Resistance sympathizers.

b. **Foreign Internal Defense (FID)**

- PSYOP supports the achievement of national goals by targeting specific audiences. In FID, specific PSYOP goals exist for the following target groups.

•• **Insurgents.** To create dissension, disorganization, low morale, subversion, and defection within insurgent forces.

•• **Civilian populace.** To gain, preserve, and strengthen civilian support for the HN government and its counterinsurgency programs.

•• **Military forces.** To strengthen military support, with emphasis on building and maintaining the morale of the HN forces.

•• **Neutral elements.** To gain the support of uncommitted groups inside and outside the HN.

•• **External hostile powers.** To convince hostiles the insurgency will fail.

- **PSYOP can assist a FID mission by achieving many or all of the following goals.**

•• Improving popular support for the HN government.

- Discrediting the insurgent forces with neutral groups and the insurgents themselves.
- Projecting a favorable image of the HN government and the US.
- Supporting defector programs.
- Providing close and continuous support to civil-military operations.
- Supporting HN programs that protect the population from insurgent activities.
- Strengthening HN support of programs that provide positive populace control and protection from insurgent activities.
- Informing the international community of US and HN intent and goodwill.
- Passing instructions to the HN populace.
- Developing HN PSYOP capabilities.

c. **Direct Action (DA).** PSYOP support of DA missions depends on the situation, mission, and type of forces involved. PSYOP support of DA missions needs to be closely coordinated and linked to US public diplomacy and command information programs. The following are common PSYOP objectives in DA operations.

- Explain the purpose of the operation to counter the enemy reaction and ensure that friendly, neutral, and hostile audiences know what has occurred and why.
- Establish control of noncombatants, neutrals, and other groups in the operational area.
- Reduce interference in the DA operation by hostile forces and nations.
- Exploit target audiences that might not otherwise be accessible. Exploitation includes demoralizing potential adversaries with the results of the operation.
- Assess the psychological impact of the operation.
- Reduce the adverse effects of mission failure.
- Capitalize on DA mission success in strategic PSYOP operations.
- Support DA missions in contingency operations.

d. **Special Reconnaissance (SR).** Psychological operations support SR by the following means.

- Assessing the psychological impact of the operation to include the impact on compromised clandestine or covert operations.
- Limiting or negating the effects of compromise.
- Conducting cover and deception operations.
- Providing personnel to help in area assessments.

e. **Counterterrorism (CT).** PSYOP must integrate with other security operations to target the forces employing terrorism. The aim is to place the terrorist forces on the psychological defensive. To do so, PSYOP personnel analyze the terrorists' goals and use PSYOP programs to frustrate those goals. PSYOP supports CT by the following means.

- Countering the adverse effects of a terrorist act.
- Lessening popular support for the terrorist cause.
- Publicizing incentives to the local people to inform on the terrorist groups.
- Persuading the terrorists that they cannot achieve their goals and that they are at personal risk (from a responsible government that will not negotiate).

4. PSYOP in Support of Civil Affairs (CA)

PSYOP can provide key support and information for CA activities when effectively integrated into civil-military operations. PSYOP can provide support in the following areas.

a. Develop information for CA concerning the location, state of mind, and health of civilians and the physical characteristics of the operational area.

b. Disseminate information concerning the safety and welfare of the indigenous civilian population.

c. Influence a civilian population's attitude toward US policy and prepare it for CA involvement in postconflict activities.

d. Maximize CA efforts in the area of humanitarian assistance by exploiting the goodwill created by US efforts in the area of medical and veterinary aid, construction, and public facilities activities.

e. During disaster-relief operations, PSYOP may foster international support for US host governments and may coordinate publicity for US efforts.

f. Conduct assessments before and after the operation to determine the most effective application of effort and document the results.

g. Provide direct support to CA units conducting emergency relocation operations of displaced civilians and for operation of the displaced civilians camps.

h. As a corollary, when conducted within the framework of a viable civil-military operations concept, CA activities can contribute significantly to the overall success of PSYOP activities (deeds versus words).

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CHAPTER VI
SUPPORT FOR PSYOP

"The enemy bombards our front not only with a drumfire of artillery, but also with a drumfire of printed paper. Besides bombs which kill the body, his airmen also throw down leaflets which are intended to kill the soul."

Field Marshal Paul von Hindenburg
1847 - 1934

1. Intelligence Support for PSYOP

The use of PSYOP forces and assets is predicated on political, military, economic, cultural, and psychological or social conditions. PSYOP planners must possess a thorough and current knowledge of these conditions to develop PSYOP targeted at selected foreign groups to influence their objective and emotional reasoning. This knowledge is obtained through the use of the intelligence cycle. This is the process by which intelligence is obtained, produced, and made available to the PSYOP planner. The intelligence cycle, shown in Figure VI-1, has five steps; planning and direction, collection, processing, production, and dissemination.

a. **Intelligence and counterintelligence requirements include current intelligence, background studies of foreign countries, and intelligence and counterintelligence estimates.** Each command must evaluate its assigned missions and operational areas and identify specific PSYOP intelligence and counterintelligence needs. The thoroughness of this evaluation and identification will determine how well intelligence-gathering organizations and counterintelligence support organizations can gather essential information and produce relevant intelligence and counterintelligence products. Collection of PSYOP-related intelligence and counterintelligence should include a detailed collection plan with specific collection requirements to exploit all available sources and techniques. It should include basic intelligence and country studies on foreign cultures and particular target groups as well as current intelligence on foreign group attitudes, behavior, and capabilities.

b. **Intelligence should be provided continually about specified target groups to keep PSYOP estimates current and to provide feedback about group reactions to PSYOP messages.** In addition, interrogations of enemy prisoners of war and line crossers, civilian internees, current defector information, and other similar current data are needed to evaluate, plan, and execute real-time PSYOP and to ascertain the effectiveness of ongoing operations.

c. PSYOP planners should ensure that specific needs for finished intelligence products are communicated to the intelligence community so that the requests can be tasked, monitored, and satisfied in a timely manner. When appropriate, **planners should also ensure that collection gaps are identified** as either intelligence information objectives (as requests for "Collection Emphasis") or as time-sensitive collection requirements for tasking to the DOD HUMINT system.

d. Any factor that presents a recurring and identifiable obstacle to achieving success of a military PSYOP program is deemed a threat. **The early identification of threats can establish an advantage.** Exploitation of threat factors increases the potential for successful fulfillment of PSYOP program goals and objectives. **The PSYOP planner needs to write a collection plan with specific**

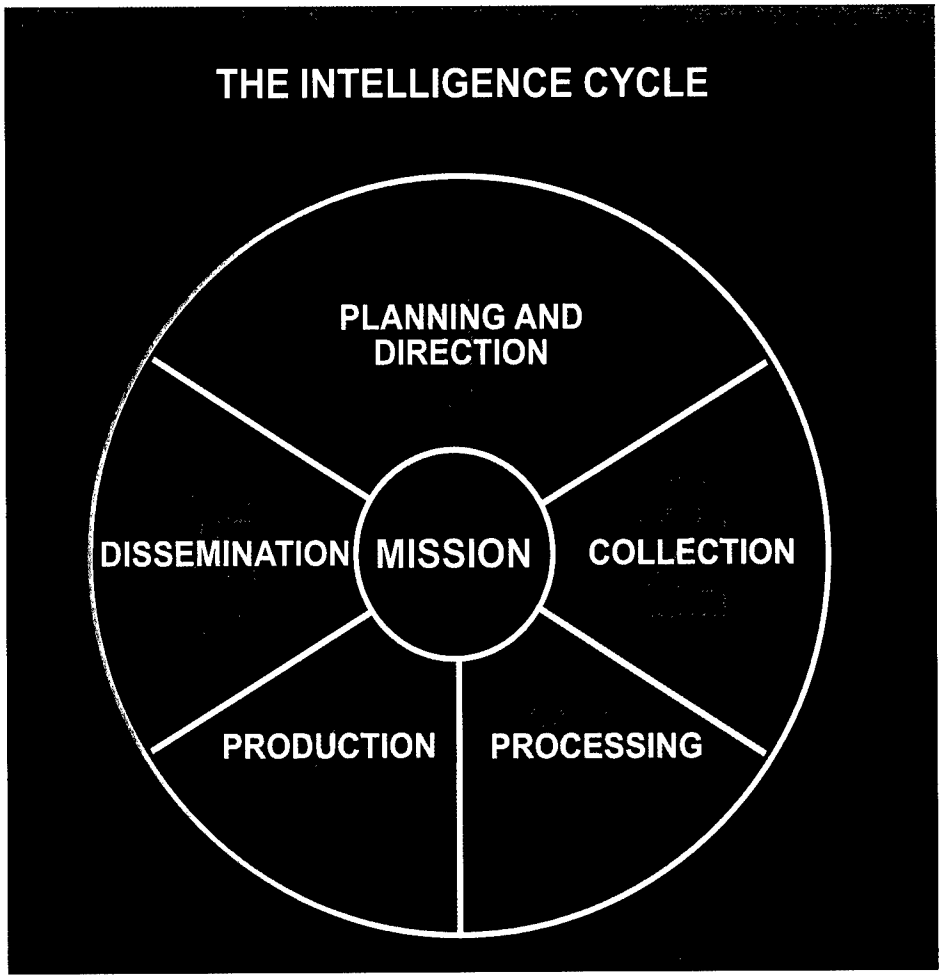

Figure VI-1. The Intelligence Cycle

intelligence and counterintelligence collection requirements. Intelligence and counterintelligence assets can then conduct the collection and analysis. Generally, three environments are viewed as posing a threat to the effectiveness of military PSYOP.

- **Conflict environment threats** are those that can stem from a foreign nation using its military and economic power to gain control of a region. Whatever the method used, the US PSYOP analyst should identify specific intelligence and counterintelligence collection requirements to assist in recognizing the effort to channel the behavior of individuals to reach a desired goal.

- **Technological environment threats** are products of an expanding ability of nations worldwide to use easily accessed communications resources. Many nations possess electronic attack and electronic protection assets that can degrade US military PSYOP efforts. The PSYOP planner needs to write a collection plan with specific intelligence and counterintelligence collection requirements focusing on the enemy's capabilities to jam PSYOP signals and

conduct counter-PSYOP and other technical operations.

- **Social and political environment threats** are created through upheavals in a country's economic, religious, cultural, and political structures. These changes may be sudden or unanticipated, temporary or permanent, and may alter the perceptions held by the country's populace. This can pose a threat to the success of US military PSYOP if the potential for these changes in perception is not recognized by planners. The PSYOP planner must write a collection plan with specific intelligence and counterintelligence collection requirements including these political, religious, economic, and social structures.

2. C4 System Support

a. Communications between staffs and commands that are planning and executing PSYOP actions are necessary for effective joint use of capabilities. **A joint PSYOP communications plan should be prepared to ensure that communications systems are compatible and adequate.** Theater communications architecture must include plans for integration of PSYOP support requirements into secure voice and data nets, satellite communications systems, and a capability to communicate with US national level agencies, multinational, and HN communications systems.

b. **Control should favor centralized planning and decentralized execution.** Control is exercised from the lowest level that accomplishes the required coordination. PSYOP considerations may dictate that control be at high national levels. The flexibility needed necessitates that PSYOP assets have access to long- and short-haul communications.

c. **The POAS is a joint system that provides analytical computer-supported PSYOP products for multiple national-level users.** It is one of the systems, together with the Resource Monitoring System, the Worldwide Military Command and Control System's Environmental Support System, and certain other systems that provide the Chairman of the Joint Chiefs of Staff the means to fulfill his mission. **The POAS represents the primary automated system means to permit near-real-time support** to the combatant commands, the Joint Staff, and interagency customers having need for militarily relevant psychological products. These capabilities are for development of products used by the Joint Staff, the operations and intelligence staffs, and the counterintelligence support officers available to the combatant commands, Service staffs, major commands, and their elements, as well as Cabinet-level national security and foreign policy departments. **POAS is a joint system designed to store, integrate, compare against preprogrammed criteria, and retrieve PSYOP-relevant information.** This information is needed to identify, predict, and influence foreign responses and attitudes toward US military PSYOP, national security, and foreign policy initiatives and current events throughout the world. POAS consists of two subsystems.

- **PSYOP Management Information Subsystem (PMIS)** is designed to provide automated information management capabilities for all DOD PSYOP organizations and customers. These capabilities include access to intelligence sources, commercial news and wire services, academic automated data bases, and message transfer. The Psychological Operations Automated Data System is the computer hardware and software structure that ties PMIS to the other POAS subsystem.

- **PSYOP Studies Program Subsystem** provides for the production of various BPS and SPAs used as planning and intelligence tools. SPAs are combatant commander-driven. The Chairman of the Joint Chiefs of Staff has established a program for the systematic production of PSYOP studies. This program is intended to provide PSYOP planners with basic source documents for developing PSYOP estimates and plans. PSYOP studies are not a substitute for PSYOP estimates. Therefore, combatant commands will supplement PSYOP studies with recent or specialized data to produce current PSYOP estimates responsive to the requirements of specific OPLANs. It is intended to be fully automated eventually.

d. **The Joint Center for Lessons Learned** can assist by providing Joint Universal Lessons Learned about historic PSYOP.

3. Logistic Support

a. PSYOP forces will normally deploy with a 30-day basic load of PSYOP supplies. This is a baseline planning figure and may not be sufficient to meet specific contingency mission requirements. **Joint planners must ensure that PSYOP support requirements are taken into account when planning logistic support.**

b. Although PSYOP rely heavily on state-of-the-art systems, planning must take into consideration the potential for having to integrate into less sophisticated equipment often found in lesser developed areas of the world. **Host-nation support (HNS) is a source for providing much of PSYOP required supplies.** Host-nation personnel and organizations can perform many of the support related functions, thus reducing the strain on US logistic systems. CA organizations can identify potential sources of HNS for PSYOP requirements. Early identification of PSYOP HNS needs is critical to facilitate location and establishment of agreements or contracts to provide necessary PSYOP-related supplies, equipment, and facilities.

c. **When US PSYOP assets support multinational operations, they will normally be supported by US logistic systems unless otherwise determined by agreements, directives, or approved OPLANs.** HN forces involved in US-sponsored or US-supported PSYOP activities may provide the major portion of their logistic support requirements. When approved by the combatant commander, US PSYOP or logistic systems may furnish military supplies, services, PSYOP-peculiar equipment, and US medical support in accordance with directives and approved OPLANs.

APPENDIX A
SERVICE-PSYOP CAPABILITIES

1. General

Each Military Service has the inherent capability to support US foreign policy objectives with organic assets for production and/or dissemination of PSYOP products. Planning guidance is contained in the JSCP, JOPES, and Service doctrine. Plans should address the use of strategic, operational, tactical, and consolidation PSYOP as aspects of the overall strategy for conducting the war.

2. US Army PSYOP Assets

a. The US Army maintains AC and RC units to plan and conduct PSYOP. These units, or elements thereof, are available for support of training exercises for planning purposes to support pertinent OPLANs prepared by combatant commanders and furnishing advice and assistance.

b. US Army PSYOP units are equipped and trained to plan and execute the joint force commanders' PSYOP activities at the strategic, operational, and tactical levels; support all SO missions; and conduct PSYOP in support of consolidation missions. Specially trained units support enemy prisoner of war missions. PSYOP group and battalion headquarters are structured to command and control subordinate units that conduct PSYOP missions.

c. PSYOP forces are assigned to the US Army Civil Affairs and Psychological Operations Command, a major subordinate command of United States Army Special Operations Command, at Fort Bragg, North Carolina. The AC forces are organized under the 4th PSYOP Group (Airborne) into three regionally oriented battalions, a tactical support battalion, and a PSYOP dissemination battalion.

d. Most of the Army's PSYOP units are in the Army Reserve. In peacetime, RC PSYOP personnel will actively participate with AC PSYOP personnel in an integrated planning and training program to prepare for regional conflicts or contingencies. The RC will also be involved with the AC in the planning and execution of peacetime PSYOP programs. In wartime, RC PSYOP assets may be mobilized by the Service as required by combatant commanders and constrained by national policy to augment AC PSYOP forces. The RC can also continue peacetime PSYOP programs in the absence of AC PSYOP forces when mobilized or directed by higher authority. The RC will task, organize, mobilize, and deploy a PSYOP Task Group or PSYOP Task Force in the event of a second regional conflict or contingency.

e. US Army PSYOP-unique equipment assets are very diverse. They include 10-kilowatt (kw) and 50-kw transmitters (radio and TV broadcast capability), print systems, loudspeakers, and mobile audiovisual vans. These systems are instrumental in the development and dissemination of Army PSYOP products.

3. US Navy PSYOP Assets

a. Capabilities to produce audiovisual products are available from Fleet Audiovisual Command, Pacific; Fleet Imagery Command, Atlantic; Fleet Combat Camera Groups; various film libraries; Naval Imaging Command; and limited assistance from ships and aircraft of the fleet. A Naval Reserve PSYOP audiovisual unit supports the Atlantic Fleet.

b. Navy personnel assets have the capability to produce documents, posters, articles, and other material for PSYOP.

Administrative capabilities ashore and afloat exist to prepare and produce various quantities of printed materials. Language capabilities exist in naval intelligence and among naval personnel for most Asian and European languages.

c. Fleet tactical readiness group (FTRG) provides equipment and technical maintenance support to conduct civil radio broadcasts and broadcast jamming in the amplitude modulation (AM) frequency band. However, this group is not trained to produce PSYOP products and must be augmented with PSYOP personnel or linguists when necessary. The detachment is capable of being fully operational within 48 hours of receipt of tasking. The equipment consists of a trailer-mounted, ground, or air-transportable 10.6 kw AM band broadcast radio transmitter; a broadcast studio van; air conditioning units; antenna tuner; two antennas (a pneumatically raised 100-foot top-loaded antenna mast and a 500-foot wire helium-balloon antenna); and a 30 kw generator that provides power to the system. The FTRG is capable of responding to real-world PSYOP missions and natural disasters that require a rapidly deployable AM radio station.

4. US Air Force (USAF) PSYOP Assets

a. The USAF has a wide variety of aircraft with a vast range of capabilities that lend themselves to PSYOP across the range of military operations. Several types of USAF aircraft are specifically modified for the PSYOP role. Air Force Special Operations Command is equipped with a number of aircraft that are capable of accomplishing broadcast and leaflet PSYOP. Four EC-130 COMMANDO SOLO aircraft, assigned to the Pennsylvania Air National Guard, have PSYOP as their primary mission and are equipped for airborne broadcasting of radio and television signals. In addition, the MC-130 COMBAT TALON force, based in CONUS, Europe, and the Pacific, is fully trained and equipped for leaflet dropping operations.

b. In addition to specialized assets, nearly all other USAF aircraft can conduct a variety of PSYOP missions. For example, conventional airlift C-130s and rescue HC-130s can be configured for leaflet dropping operations and strike aircraft can dispense leaflets by dropping M-129 leaflet bombs on designated targets. In addition, strike aircraft can conduct specific attack missions designed to dramatically reinforce particular messages presented by broadcast or leaflet assets.

5. US Marine Corps (USMC) PSYOP Assets

The USMC has the capability to execute observable actions to convey selected impressions to support PSYOP objectives. This support can include the use of shore-based loudspeaker broadcasting, aerial and artillery leaflet dissemination, combat camera documentation, and use of motion picture projection and viewing equipment.

APPENDIX B
REFERENCES

The development of Joint Pub 3-53 is based upon the following primary references.

1. US Public Laws

a. National Security Act of 1947 (50 US Code [USC] 413).

b. DOD Reorganization Acts of 1958 and 1986.

c. Cohen-Nunn Amendment to the National Defense Authorization Act for Fiscal Year 1987 (Public Laws 99-591 and 99-661).

d. 10 USC 167, "Unified Combatant Command for Special Operations Forces."

2. Executive Branch Documents

a. EO12333.

b. NSD 51.

c. NSD 130, US International Information Policy.

d. National Security Strategy of the United States (current year).

e. National Drug Control Strategy (current year).

f. "US Capabilities to Engage in Low-Intensity Conflict and Conduct Special Operations," The President's Report to Congress.

3. DOD Directives

a. 2010.1, "Support of International Military Activities."

b. S-3321.1, "Overt Peacetime Psychological Operations Conducted by the Military Services in Contingencies Short of Declared War."

c. 5100.1, "Functions of the Department of Defense and its Major Components."

d. 5132.3, "DOD Policy and Responsibilities Relating to Security Assistance."

e. 5138.3, "Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict)."

f. 5240.10, "DOD Counterintelligence Support to Unified and Specified Commands."

g. 5525.1, "Status-of-Forces Policies and Information."

h. 5530.3, "International Agreements."

i. 0-2000.12H, "Protection of DOD Personnel Against Terrorist Acts."

4. Joint Publications, Plans, and Memorandums

a. Joint Pub 0-2, "Unified Action Armed Forces (UNAAF)."

b. Joint Pub 2-0, "Doctrine for Intelligence Support to Joint Operations."

c. Joint Pub 2-01, "Joint Intelligence Support to Military Operations."

d. Joint Pub 2-01.2, "Joint Tactics, Techniques and Procedures for Counterintelligence in Joint Operations."

e. Joint Pub 3-0, "Doctrine for Joint Operations."

f. Joint Pub 3-05, "Doctrine for Joint Special Operations."

g. Joint Pub 3-05.3, "Joint Special Operations Operational Procedures."

h. Joint Pub 3-07, "Joint Doctrine for Military Operations Other than War."

i. Joint Pub 3.07.1, "JTTP for Foreign Internal Defense."

j. Joint Pub 3.07.2, "JTTP for Antiterrorism."

k. Joint Pub 3.07.3, "JTTP for Peacekeeping Operations."

l. Joint Pub 3-07.4, "Joint Counterdrug Operations."

m. Joint Pub 3-13.1, "Joint Doctrine for Command and Control Warfare (C2W)."

n. Joint Pub 3-51, "Electronic Warfare in Joint Military Operations."

o. Joint Pub 3-54, "Joint Doctrine for Operations Security."

p. Joint Pub 3-57, "Doctrine for Joint Civil Affairs."

q. Joint Pub 3-58, "Joint Doctrine for Military Deception."

r. Joint Pub 4-0, "Doctrine for Logistic Support of Joint Operations."

s. Joint Pub 5-0, "Doctrine for Planning Joint Operations."

t. Joint Pub 5-00.2, "Joint Task Force Planning Guidance and Procedures."

u. Joint Pub 5-03.1, "Joint Operation Planning and Execution System, Vol I: (Planning Policies and Procedures)."

v. Joint Pub 5-03.2, "Joint Operation Planning and Execution System, Vol II: (Planning and Execution Formats and Guidance)."

w. Annex D (Psychological Operations) to the Joint Strategic Capabilities Plan.

x. 1990 DOD Psychological Operations Master Plan.

y. JCSM-712-92, "Unified Command Plan (UCP)."

5. Multiservice Publications

a. Field Manual (FM) 100-20/AFP 3-20, "Military Operations in Low-Intensity Conflict."

b. Center for Low Intensity Conflict Papers: "Psychological Strategies for Low-Intensity Conflict."

6. Department of the Army Publications

a. FM 27-10, "Law of Land Warfare."

b. FM 31-20(C), "Special Forces Operations."

c. FM 33-1, "Psychological Operations."

d. FM 33-1-1, "Psychological Operations Techniques and Procedures."

e. FM 41-10, "Civil Affairs Operations."

f. FM 100-5, "Operations."

g. FM 100-25, "Doctrine for Army Special Operations."

7. Department of the Navy Publications

a. OPNAVINST 3490.1 (series), "Military Deception."

b. Naval Warfare Publication 9, "Law of Naval Warfare."

c. Secretary of the Navy Instruction (SECNAVINST) 3070.1 (series), "Operations Security and Related Operational Methods."

d. SECNAVINST 3300.1A, "Law of War Program to Ensure Compliance by the Naval Establishment."

8. Department of the Air Force Publications

a. Air Force Manual (AFM) 1-1, "Basic Aerospace Doctrine of the US Air Force."

b. AFM 3-H, "Psychological Operations."

c. Air Force Manual 2-10, "Special Operations."

d. Air Force Regulation 2-11, "Foreign Internal Defense Operations."

e. Air Force Pamphlet (AFP) 110-20, "Selected International Agreements."

f. AFP 110-31, "International Law-The Conduct of Armed Conflict and Air Operations."

9. United States Marine Corps Publications

a. Fleet Marine Force Manual (FMFM) 2-1, "MEF Doctrine."

b. FMFM 7-34, "MAGTF Civil Affairs."

c. FMFM 8-2, "Counterinsurgency Operations."

APPENDIX C
ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to the Joint Warfighting Center, Attn: Doctrine Division, Fenwick Road, Bldg 96, Fort Monroe, VA 23651-5000. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent for this publication is the US Special Operations Command. The Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

3. Supersession

This publication supersedes Joint Pub 3-53, 30 July 1993, "Doctrine for Joint Psychological Operations."

4. Change Recommendations

a. Recommendations for urgent changes to this publication should be submitted:

TO: USCINCSOC MACDILL AFB FL//SOJ5-0//
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Routine changes should be submitted to the Director for Operational Plans and Interoperability (J-7), JDD, 7000 Joint Staff Pentagon, Washington, D.C. 20318-7000.

b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

c. Record of Changes:

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d. Local reproduction is authorized and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified joint publications must be in accordance with DOD Regulation 5200.1-R.

GLOSSARY

PART I—ABBREVIATIONS AND ACRONYMS

AC	Active component
AFM	Air Force Manual
AFP	Air Force Pamphlet
AM	amplitude modulation
AOI	area of interest
AOR	area of responsibility
ASD(SO/LIC)	Assistant Secretary of Defense (Special Operations/Low Intensity Conflict)
BPS	Basic PSYOP study
C2	command and control
C2W	command and control warfare
C4	command, control, communications, and computers
CA	civil affairs
CINC	commander in chief
CJCS	Chairman of the Joint Chiefs of Staff
COCOM	combatant command (command authority)
CONUS	continental United States
CT	counterterrorism
DA	direct action
DOD	Department of Defense
EW	electronic warfare
FID	foreign internal defense
FM	field manual
FMFM	Fleet Marine Force Manual
FTRG	Fleet Tactical Readiness Group
HN	host nation
HNS	host-nation support
HUMINT	human resources intelligence
IW	information warfare
J-3	operations staff
JFC	joint force commander
JOPES	Joint Operation Planning and Execution System
JSCP	Joint Strategic Capabilities Plan
JTF	joint task force
kw	kilowatt

MOOTW	military operations other than war
NCA	National Command Authorities
OP3	Overt Peacetime PSYOP Program
OPCON	operational control
OPLAN	operation plan
OPNAVINST	Chief of Naval Operations Instruction
OPSEC	operations security
PA	public affairs
PMIS	PSYOP Management Information Subsystems
POAS	PSYOP Automated System
POAT	PSYOP assessment team
POTF	PSYOP Task Force
PSYOP	psychological operations
RC	Reserve component
SECNAVINST	Secretary of the Navy Instruction
SO	special operations
SPA	special PSYOP assessment
SPS	special PSYOP study
SR	special reconnaissance
TPFDD	time-phased force and deployment data
TV	television
USAF	US Air Force
USCINCSOC	Commander in Chief, US Special Operations Command
USDP	Under Secretary of Defense for Policy
USIA	United States Information Agency
USG	US Government
USMC	US Marine Corps
UW	unconventional warfare

PART II—TERMS AND DEFINITIONS

civil affairs. The activities of a commander that establish, maintain, influence, or exploit relations between military forces and civil authorities, both governmental and nongovernmental, and the civilian populace in a friendly, neutral, or hostile area of operations in order to facilitate military operations and consolidate operational objectives. Civil affairs may include performance by military forces of activities and functions normally the responsibility of local government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. (Joint Pub 1-02)

command and control warfare. The integrated use of operations security (OPSEC), military deception, psychological operations (PSYOP), electronic warfare (EW), and physical destruction, mutually supported by intelligence, to deny information to, influence, degrade, or destroy adversary command and control capabilities, while protecting friendly command and control capabilities against such actions. Command and control warfare is an application of information warfare in military operations and is a subset of information warfare. Command and control warfare applies across the range of military operations and all levels of conflict. Also called C2W. C2W is both offensive and defensive: a. C2-attack. Prevent effective C2 of adversary forces by denying information to, influencing, degrading, or destroying the adversary C2 system. b. C2-protect. Maintain effective command and control of own forces by turning to friendly advantage or negating adversary efforts to deny information to, influence, degrade or destroy the friendly C2 system. (Joint Pub 1-02)

consolidation psychological operations. Psychological operations conducted in foreign areas inhabited by an enemy or potentially hostile populace and occupied by United States forces, or in which United States forces are based, designed to produce behaviors by the foreign populace that support United States objectives in the area. (Joint Pub 1-02)

foreign internal defense. Participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency. Also called FID. (Joint Pub 1-02)

internal defense and development. The full range of measures taken by a nation to promote its growth and to protect itself from subversion, lawlessness, and insurgency. It focuses on building viable institutions (political, economic, social, and military) that respond to the needs of society. Also called IDAD. (Joint Pub 1-02)

overt peacetime psychological operations programs. Those programs developed by combatant commands, in coordination with the chiefs of US diplomatic missions, that plan, support, and provide for the conduct, during military operations other than war, of psychological operations in support of US regional objectives, policies, interests, and theater military missions. Also called OP3. (Approved for inclusion in next edition of Joint Pub 1-02)

propaganda. Any form of communication in support of national objectives designed to influence the opinions, emotions, attitudes, or behavior of any group in order to benefit the sponsor, either directly or indirectly. (Joint Pub 1-02)

psychological operations. Planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. The purpose of psychological operations is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. Also called PSYOP. (Joint Pub 1-02)

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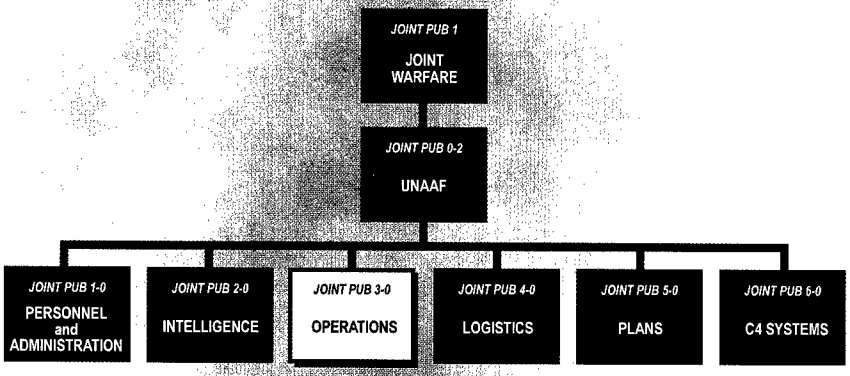
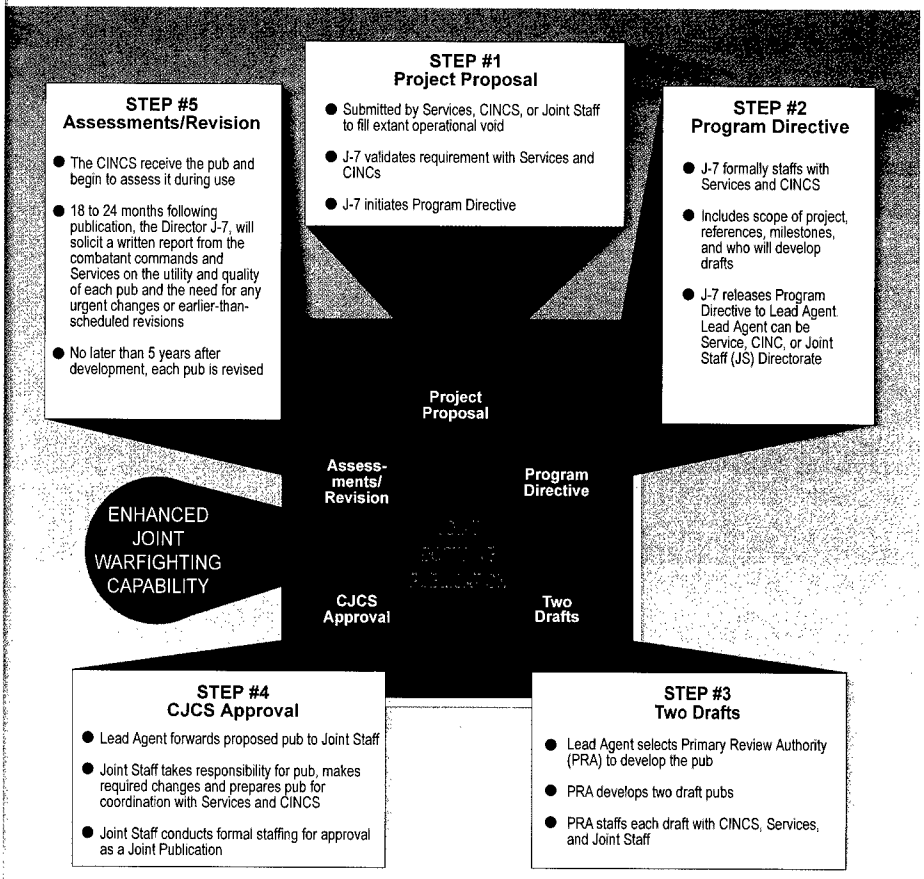
All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Pub 3-53** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process: